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ABSTRACT

This guide is intended to assist managers within England's local authority adult and community education services in supporting neighborhood renewal through adult and community learning (ACL). The guide's overall aim is to promote the skills, knowledge, and understanding that underpin the following items: (1) identification and development of learning opportunities for adults in activities provided for adults by the range of local authority departments; (2) effective partnerships working between local education authority staff and those in other departments and district councils to support outreach, curriculum development, quality assurance, and progression arrangements; (3) effective partnerships between local authorities and other organizations and services; and (4) transfer of effective practice through case studies drawn from a range of (largely) local authority initiatives. Sections A-F discuss the following topics: (1) learning and neighborhood renewal; (2) partnerships; (3) funding (local strategic partnerships, social enterprise, funding sources); (4) getting started (staff selection, training and development, and support); (5) developing learning (making contact with learners; barriers to learning; curriculum development; progress and progression); and (6) targets, outcomes, and evaluation (quality improvement; adult and community learning practice). The following items are appended: 30 ideas for neighborhood renewal; a list of authorities eligible for neighborhood renewal funds; the Neighborhood Renewal Unit's action plan and learning framework; and relevant legislation. (MN)

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Learning for the future

Neighbourhood renewal through adult and community learning

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Learning for the future

Neighbourhood renewal through adult and community learning

Bryan Merton, Cheryl Turner, Jane Ward and Lenford White

Edited by Cheryl Turner

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Bryan Merton
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Jane Ward
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Introduction

Why this Guide?

Successful implementation of the government's National Strategy for Neighbourhood Renewal (NSNR) and of the Neighbourhood Renewal Unit's (NRU) Learning and Development Strategy in particular, requires a strengthened role for adult and community learning in the poorest and most disadvantaged communities. It also involves identifying and developing the potential for adult learning in a broad range of settings including those without an obvious educational focus. Local authorities have a central part to play in delivering learning that supports community regeneration through their education services and, critically, through their other responsibilities and interventions. Turning activities into learning – whether they sit within the work of social services, economic development, or arts and culture – and creating pathways into other more explicit formal and informal learning opportunities, are key challenges.

Thinking outside and across normal boundaries will be critical to delivering the NSNR and the learning that must underpin it. Adult educators are challenged to look at the 'wicked issues' of tackling crime, unemployment, health improvement, inadequate housing and dirty and dangerous environments as well as overtly education matters. Staff in other services will need to cultivate approaches and ways of thinking that are infused by strategies for learning.

All of this has implications for staff training and development and managing organisational change. In this context, the Department for Education and Skills (DfES) has funded this *Guide* to support local authorities in making their rich and diverse contribution to the development of adult and community learning for neighbourhood renewal.

Aims

This Guide aims to promote the skills, knowledge and understanding that underpin:

- the identification and development of learning opportunities for adults in activities and services provided by the range of local authority departments
- effective partnership working between Local Education Authority (LEA) staff and those in other departments and District Councils to support outreach, curriculum development, quality assurance and progression arrangements
- effective partnerships between local authorities and other organisations and services
- the transfer of effective practice through case studies drawn from a range of (largely) local authority initiatives.

Readers

The *Guide* will be useful to managers within local authority adult and community education services who are engaged in planning, resource allocation and supporting practitioners. This would include LEA Officers, Heads of Service, Heads of Curriculum or Quality, Area or Programme Managers, Tutor Co-ordinators, Centre Heads, and Principals of Adult Colleges (where they exist). Sections of it may also be helpful to Guidance Staff, Learning Support Workers and Community Outreach or Widening Participation Workers.

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The readership includes authorities with directly managed services, those who secure provision through contracts with external providers (FE colleges, HE institutions, voluntary and community organisations), through community schools, or through a combination of all these and more. It will also support the work of staff in other services and District Councils, such as regeneration, economic development, housing, museum and libraries and leisure, who are interested in developing the potential for adult learning in their initiatives.

With such a broad potential reach, readers will bring different levels of knowledge and experience to the materials and take different things from them. For example, the background information on neighbourhood renewal will be an introduction for some and an update for others. The *Guide* has been structured to make the different sections and their content and purposes clear so that users can navigate the most useful way through them. We advise that readers check information against the current situation. The detail in the *Guide* is correct at the time of writing but this is a remarkably dynamic area of government policy, and initiatives and thinking emerge and change continuously.

It is important to emphasise that the target audience are more than simply 'readers'. We hope that the materials will inspire, encourage and enable local authority staff to take action and to support others in doing so.

Structure

The *Guide* is divided into six sections. These address:

- background to neighbourhood renewal and adult and community learning
- building blocks – partnerships
- building blocks – funding
- processes – getting started
- processes – developing learning
- processes – targets, outcomes and evaluation.

Each section ends with a short list of prompt questions or 'Talking Points' intended to trigger further thought, action or discussion, and a list of 'Useful Sources' including documents and websites. Look for these icons:

Talking Points

Useful Sources

The *Guide* includes five Appendices offering useful background information on the NSNR, the NRU's Learning and Development Strategy, and relevant legislation.

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Principles and values

Community engagement and ownership are central to learning for neighbourhood renewal. This affects the way any learning is organised, the relationships between providers and participants, curriculum development, and evaluation. There are some values and principles behind these processes which also inform the perspectives in this *Guide*.

The learning should be driven by the **needs and aspirations of learners,** not the requirements of providers.

The communities and individual learners involved should be seen **as having potential** and as a resource, not as a problem to be managed.

Learning for neighbourhood renewal involves developing skills, knowledge and competencies but it is also about encouraging **creativity, imagination, trust, experimentation, and risk taking**.

The learning should be based upon **negotiation** with participants in advance, during and after provision.

Consultation and outreach should incorporate **action and feedback** – if only to explain the difficulties involved in taking action.

Learning in this context aims to achieve **transferability** – of ownership of the processes and outcomes, of skills and, ultimately, of practice.

Learning for neighbourhood renewal needs to be **flexible** in its design, delivery and support arrangements regardless of whether it is informal, accredited, or qualification based.

The preparation and development of learning in this context must take account of the longer-term, of the need for **sustained engagement** with communities, and should aim to **embed** growth into the work of local networks, coalitions and partnerships.

Learning in this context is founded on a desire to achieve greater **social justice** and should be characterised by **fairness and respect** (in partnerships, between participants and providers) and a willingness to **confront prejudice** and discrimination.

Learning for neighbourhood renewal should contribute to more **collaborative and coherent** approaches to the development of public services – this is also essential to building effective progression routes and quality assurance processes.

There are many examples of those principles and values already working well in practice. This *Guide* hopes to reflect and celebrate that work. Scattered throughout are case studies drawn from (amongst other sources), a range of authorities that are intended to explain and demonstrate the ideas described.

Appropriately, however, the first of these comes from the community – the voice of a woman living through the regeneration of her own neighbourhood and who is also working with others to achieve it.

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I have many hats mum, wife, friend, participation worker, trainer, poverty commissioner, and community representative for the Neighbourhood Renewal Unit Task Force. Although born in London I now live on Bransholme Estate in Hull.

Bransholme has a population of 35,000 the size of a small town [and] is recognised as one of the most deprived areas of the North. Deprivation is increased by lack of choices, lack of opportunities, lack of communication – lack of probably everything. But Bransholme does have plenty of unemployment and one parent families, an enormous rate of those suffering from depression and stress related illnesses.

Because of its sheer size Bransholme has a bad reputation and many experience discrimination just because of their post code, often perpetuated by many residents, because of lack of self esteem. This in turn is thought by some to be related to low academic achievement and low expectation in our young people. Forever being promised solutions has caused the people of Bransholme to become suspicious of officialdom including social services and those that are trying to help, are often seen as the enemy.

Many residents speak of an overwhelming sense of not being in charge of their own lives. These are good and decent people who constantly fight a war on poverty every single day. They don't see themselves as poor, they know someone worse off. They've told me of the humiliation of not being able to earn enough to give their family a decent standard of living, of the shame involved in being trapped on benefits.

But poverty is not only about lack of money, its also about rights, relationships and the way that people are treated, the way that they see themselves, their loss of dignity, its about feeling powerless, other people manipulating and moving your life around. Poverty has many dimensions, of course money can buy things, but there are issues about the quality of housing, about people's health, about their access to decent education and services, and how people who are unable to participate in what is regarded as the normal life of their community are often excluded from that community.

I have often been told that their greatest misfortune is not to be hungry or unable to read, or even to be without work. The greatest misfortune of all is to know that you count for nothing to the point where your suffering is ignored.

Gina Holdsworth

Developed, delivered and sustained effectively, community-based learning has the potential to build upon what people know already with new knowledge and skills that could make a real difference to their lives and to their wider communities.

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Section A

Learning and neighbourhood renewal: setting the scene

Aim

This section outlines key ideas behind both the broad policy area of neighbourhood renewal and of adult and community learning, and explores potential links between the two. It identifies central elements of the Neighbourhood Renewal Unit's (NRU) Learning and Development Strategy, and the role of local authorities in its delivery.

Neighbourhood renewal – the issues

Poverty and social exclusion in Britain's most deprived neighbourhoods arise from deeply-rooted problems. Social exclusion is about financial poverty. It is also about physical and social isolation, shabby, dirty and dangerous environments, the experience of discrimination and prejudice, poor local services including transport, health and education, high levels of long-term unemployment, significant exposure to crime, and disengagement from civil society and formal democratic processes.

> "Two past Social Exclusion Unit (SEU) reports have shown the large gap between England's most deprived neighbourhoods and the rest of the country. The figures below show up-to-date examples of the disparity.
>
> - In the 10 per cent most deprived wards in 1998, 44 per cent of people relied on means-tested benefits, compared with a national average of 22 per cent.
> - In the 10 per cent most deprived wards in 1998, over 60 per cent of children lived in households that relied on means tested benefits.
> - In 1998-9, the employment rate in Tower Hamlets was 55 per cent, compared with 74 per cent nationally.
> - The domestic burglary rate in North Manchester in 1999-2000 was 24.8 per 1,000 population – compared with 8.7 nationally. Violence against the person was 37.8 per 1,000 population, compared with 11.4 nationally.
> - In 1998, only 11 of the 488 schools with more than 35 per cent of pupils on free schools meals attained the national average of GCSE passes.
> - During 1999, 26 per cent more people died from coronary heart disease in the 20 per cent most deprived Health Authorities than in the country as a whole.
> - 43 per cent of all housing in the 10 per cent most deprived wards is not in a decent state, compared with 29 per cent elsewhere.
> - 19 per cent of all homes in the 20 per cent most deprived wards are in areas suffering high levels of vacancy, disrepair, dereliction or vandalism, compared with 5 per cent of homes elsewhere." 99
>
> *A New Commitment to Neighbourhood Renewal: national strategy action plan, SEU, 2001*

Whilst the term 'deprivation' covers a spectrum of circumstances and levels of disadvantage, the Government's *Indices of Deprivation* reveals deep disparities and concentrations of poverty and exclusion. Deprived wards occur in every region but they are significantly more numerous in the North East (19 per cent), the North West (25.7 per cent), London (18 per cent) and Yorkshire and Humberside (9.4 per cent).

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Notably, 70 per cent of all people from black and minority ethnic communities live in the 88 most deprived Districts, compared with 40 per cent of the general population; and 18 per cent of England's children live in the most deprived 10 per cent (841) wards. Overall, 82 per cent of the most deprived wards are within 88 local authority Districts. These are mostly urban, "one-industry, or no-industry towns, and coal mining areas," (*Ibid*) but at least 16 of the 88 Districts contain substantial rural areas (**see Appendix B**). Problems in rural and semi-rural areas are often less visible but no less acute and require both common and distinctive strategies to tackle them.

National Strategy for Neighbourhood Renewal – the response

In 1998 the SEU's report, *Bringing Britain Together: a national strategy for neighbourhood renewal,* argued for a comprehensive, long-term response to these problems that would operate at local, regional and national levels, across Whitehall, and beyond.

The report also recommended more detailed analyses of contributory aspects such as housing, education and skills, crime, and enterprise. Eighteen Policy Action Teams (PATs) took this forward, bringing together government officials, professionals, residents and academics and combining practical expertise, research evidence and first-hand experience. Around 85 per cent of the PATs' recommendations were accepted and incorporated into a proposed framework for a National Strategy for Neighbourhood Renewal (NSNR) published in April 2000. This took a broad interpretation of the challenge ahead:

> "Over the last 20 years poverty has become more concentrated in individual neighbourhoods and estates than before, and the social exclusion of these neighbourhoods has become more marked.
>
> But this is about more than poverty. It is about the fact that compared with the rest of the country many deprived areas have 30% higher mortality rates; 25% more people with low skills and literacy; unemployment rates 6 times as high; and 3 times as much burglary"
>
> *National Strategy for Neighbourhood Renewal: a framework for consultation* SEU, 2000

The Action Plan for the NSNR was launched in January 2001 with two main long-term aims:

- in all the poorest neighbourhoods to have common goals of lower worklessness and crime, and better health, housing and physical environment
- to narrow the gap on these measures between the most deprived neighbourhoods and the rest of the country.

This 20-year strategy involves investment in economic regeneration, quality services, joint action, and community capacity-building. It sets out to encourage crosscutting, holistic responses to complex issues; to get different providers, services, sectors and organisations to respond coherently to community needs. Contributors include businesses, community and voluntary organisations, co-operatives, Drug Action Teams, the Employment Service, Government Offices, Regional Development Agencies, Health Authorities, further and higher education institutions, schools, the police, and social landlords.

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The NSNR is based on 30 'Key Ideas' or proposed changes that would support neighbourhood renewal. These are extremely wide-ranging (**see Appendix A**) from practical and specific measures such as 'introducing neighbourhood wardens', to the larger cultural and economic shifts required to achieve a reduction in neighbourhood abandonment.

Local authorities have a lead role in many areas. These include establishing or supporting infrastructure such as Local Strategic Partnerships (LSPs) and Crime and Disorder Reduction Partnerships, working towards particular targets (e.g. education, housing), and contributing to the larger ambitions of improved health, reduced truancy and exclusion, and more sustainable communities.

Several of these are linked explicitly to adult learning: for example, the involvement of local authorities in running neighbourhood learning centres and online centres. However there is potential for learning in many others. Encouraging tenants' participation in housing management, supporting community membership of LSPs, working with Health Authorities to improve residents' health, and the development of local cultural strategies would all clearly benefit from a strong adult learning dimension.

Adult and community learning

> "Adult and Community Learning forms a vital part of the Government's drive to support social inclusion, to widen participation in learning, to build communities' self-confidence and capacity and to promote good citizenship and personal development"
>
> *Success for All: reforming further education and training*, DfES, 2002

In common with other now familiar phrases such as 'social exclusion' and 'lifelong learning', the term 'adult and community learning' (ACL) has a wide currency but can be used to mean quite different things. For example, it can be a synonym for LEA provision; applied to all non-accredited and some Open College accredited provision; and it can be used to describe a more flexible and consultative approach to adult learning in a range of contexts including FE Colleges and voluntary and community sector organisations. It covers both traditional, structured programmes through to very informal, community-based and implicit learning.

Adult and community learners come in all ages, from 16 upwards, and have equally diverse motivations and backgrounds. They include people with little or no post-compulsory learning experiences and those with higher degrees; those with significant literacy, numeracy and English as a Second Language (ESOL) needs; adults with learning difficulties and disabilities; and learners from diverse social, economic, cultural and ethnic backgrounds. They learn in a range of contexts. This might be a college or adult education centre, a mosque, pub, shopping centre, play group, health centre, football ground, workplace, or on-line. ACL learning opportunities are predominantly part-time (with notable exceptions such as the residential colleges).

The curriculum is as diverse as the learners. It can range from lace-making to building a carnival float; computing to community leadership, welfare rights to helping in schools; advocacy to sculpture – offered as informal activities and 'bite-size' tasters through to courses lasting a year, and more. Some ACL will be non-accredited learning for its own sake or 'first-rung' provision focussing on encouraging a desire to learn. Other ACL provision may begin that way but acquire

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accreditation later. Some programmes, such as 'return to work' courses, are promoted on the basis of being accredited and their explicit link to progression and employment, whilst others offer recognised qualifications from within the National Qualifications Framework.

Higher and further education institutions, employers, trade unions, voluntary and community organisations, and many regeneration initiatives all offer ACL. However, the main providers are LEAs.

Despite its diversity, ACL has some common features that help to give it an overall identity.

A strong focus on **widening participation** and the delivery of '**first rung**' learning.

A stress on **learner-centred provision** and ensuring that, through **negotiation** with individuals and groups of learners, the learning is appropriate to their purposes, needs and circumstances.

A recognition that **learning occurs in many contexts**, not always explicitly educational, and that valuable skills and knowledge (such as literacy and numeracy) can be embedded in a wide range of social, cultural, economic and community activities.

An emphasis upon **collaboration and partnership** with other education providers and with non-educational agencies such as housing, health, cultural, environmental and crime prevention organisations.

A recognition of the role of learning in **countering civic and political as well as social and economic exclusion**, reflected in a growing focus upon citizenship and skills for community development and engagement.

An emphasis upon **recognising the experience of learners** and the use of teaching and learning approaches that allow those experiences to be valued

A recognition that **learning is intrinsically valuable** and that its significance is broader than specific and measurable outcomes.

Local Education Authorities and adult and community learning

The Learning and Skills Act (which came into force in April 2001) introduced profound changes in the provision of education services. Among other things, funding for adult and community learning now comes through the Learning and Skills Council (LSC) and not the Revenue Support Grant. Under these new arrangements LEAs retain key functions in planning, securing, managing and delivering adult and community learning based on:

- needs analysis
- local responsiveness
- putting learners' needs and interests first
- strategic planning
- curriculum and service planning
- quality assurance and quality improvement

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- performance management
- resource management and value for money
- support, training and continuing professional development for staff
- ensuring equality and diversity
- providing for health and safety.

The LSC's legal duties include a requirement to consult 'any relevant authority' in preparing its plans and to include a statement about what education and training it would like the LEA to run. It also has to include proposals to give the LEA financial resources to secure the provision of the education and training the LSC has asked for. There is a legal duty on the LEA to comply.

LEAs have powers under the 1996 Education Act (inserted in Schedule 9 of the Learning and Skills Act), to secure full- and part-time education suitable for people who have reached the age of 19. LEAs are required to have regard to the needs of people with learning difficulties and disabilities when using this power (**see Appendix E**).

So much for the legal basis. A reading of key policy documents gives another rationale for a key role for local authorities. This is rooted in their capacity to work closely with community-based organisations and to understand and respond to the needs of local people. This dimension emphasises the need for local authority staff to be skilled in outreach, consultation, community development practices and partnership working (**see Section B**).

> "Local Authorities will be central partners in the new post-16 arrangements – not just in providing and securing learning opportunities but also as organisations uniquely placed to provide vision and leadership for local communities. The new arrangements will mean that they will have a greater strategic influence over post-16 learning in their local areas than is currently the case. They will also offer innovative ways of giving access to learning opportunities to traditionally excluded groups. This will include ensuring learning is fully integrated into local economic, social and regeneration strategies, the development of community capacity and the renewal of civic engagement. They will also work very closely with community organisations and others in their areas to organise, support and deliver provision. "
>
> *The Learning and Skills Council Prospectus*, DfEE, 1999

Local authority adult learning plans have to show how the intended provision corresponds with the LSC's national priorities and the strategic priorities of the local LSC, and meets the requirements of the community leadership role assigned to local authorities by the Local Government Act 2000.

The latter is critical to the local government contribution to community cohesion and provides the basis of local authorities' power to carry out activities to promote the social, economic and environmental well being of their areas. Alongside the new power is a duty on all local authorities to develop a community strategy bringing together, via Local Strategic Partnerships (LSPs), local stakeholders to agree a vision and action plan for the area. Community strategies must also fit with Best Value performance plans, local Public Service Agreements and development plans, and the requirements of 'rural proofing' (**see Section B**).

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Fundamental to local authorities' work on community cohesion is the new positive duty, introduced by the Race Relations (Amendment) Act 2000 (**see Appendix E**), to promote race equality. Authorities must have 'due regard to the need', in everything they do, to tackle racial discrimination, and to promote equality of opportunity and good relations between people from different racial groups. This is a major aspect of neighbourhood renewal action. The evaluation of the New Deal for Communities (NDC) programmes showed that racial tension was seen as a barrier to neighbourhood renewal in over half the 39 NDC neighbourhoods (**see Section B**).

Major new responsibilities around community cohesion and race equality are a stimulus to local authorities to develop imaginative, responsive and accessible adult learning strategies through partnerships between services, with other local providers, and with local community-based organisations. The key issue is how ACL contributes to this work in relation to young people, community groups, leisure and cultural services, schools and pre-school activities, housing, employment and the economy, community safety and policing, and local government as an employer and purchaser of services.

NRU learning and development strategy

The NRU spearheads the Government's approach to the development and delivery of learning for neighbourhood renewal. This inter-departmental body is based in the Office of the Deputy Prime Minister (ODPM).

The stated intention of the NRU's approach is to: develop integrated and holistic approaches to learning; change attitudes and organisational cultures as well as provide skills and knowledge; learn from good practice examples and what works; and use evidence to inform planning.

The NRU's national action plan or 'programme to build knowledge' contains 23 key actions (**see Appendix C**). Ultimately, these will all impact upon local authorities' work in this area but the following list summarises those that are of most immediate interest in terms of their learning potential and support for learners.

Action 1: Set up a knowledge management system (www.renewal.net)
This online system provides key evidence of 'what works', case studies, 'how to guides', access to key documents, and discussion forums. It is targeted at residents, practitioners, professionals (e.g. police officers, doctors, nurses, teachers, social workers, housing officers and others involved in public services) and civil servants.

Action 2: Provide neighbourhood renewal advisers
The NRU is working with the Government Offices for the Regions to recruit advisers from a broad range of backgrounds to support those working locally. They will be available to renewal partnerships and advise on key themes and processes – they are the "human face" of the knowledge management system.

Action 4: Support Regional Networks
The NRU is working with regional and local partners to set up regional networks for neighbourhood renewal to help cross-sector exchanges of best practice and to create a vehicle for feedback, advice and consultation on regional and national issues to other bodies.

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Action 7: Provide funding for learning in neighbourhood renewal through community learning chests
Community learning chests, administered through lead regional organisations, offer funding to enable community groups, or individuals sponsored by groups, to undertake learning that supports local neighbourhood renewal activities. They are intended to complement existing local regeneration programmes and to be a boost to the existing community chest programme.

Action 8: Set up a learning programme for neighbourhood renewal
The skills and learning programme is intended to explore: the occupational standards and vocational qualifications in recognising achievement; accrediting learning providers offering neighbourhood renewal programmes; setting up bursaries targeted at residents; and developing current neighbourhood renewal training material into exemplary training packages.

Action 9: Provide leadership skills
The NRU, working with others, intends to develop leadership programmes for those working within neighbourhoods focusing initially on the chairs, boards and chief executives of neighbourhood partnerships, and succession planning for the next generation of community leaders.

Action 10: Develop new approaches to neighbourhood renewal learning
The NRU intends to support organisations which develop effective approaches to learning which meet the learning framework criteria (**see Appendix D**) and encourage shared practice.

Action 11: Support professionals and practitioners working locally
Targeting professionals and practitioners working in deprived neighbourhoods, the NRU will work with those responsible for training to ensure the knowledge, skills and behaviours from the learning framework are included in professional competencies and to promote training in neighbourhood renewal as part of their continuing professional development.

The NRU also intends to support a programme of joint learning events at professional level; and to work with the professional, qualification standards bodies and government departments to develop pathways for residents into neighbourhood renewal professions.

Action 12: Support civil servants and other policy makers
The NRU will work with the local government directorate at the ODPM, the Local Government Association (LGA), IDeA and others to develop interchange for local authority staff. This is part of a wider objective involving support and interchange opportunities for civil servants, amongst others (**see Appendix C**).

Action 14: Support councillors
Working with the LGA and others, the NRU intends to ensure that elected members of local authorities can develop the expertise they need to contribute to neighbourhood renewal. This will include working in partnership and engaging communities.

Action 16: Develop ways to support organisational change
The NRU intends to work with a sample of LSPs, chief executives and human resource directors from their partner organisations to identify the barriers organisations face when responding to the neighbourhood renewal agenda and develop models of good practice for overcoming these.

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They will also work with LSP partner organisations to include the learning framework in their appraisal and performance management systems.

Action 20: The role of Local Authorities
Working the with the LGA, the NRU intends to identify the neighbourhood renewal learning needs of local authority staff, promote change in organisational systems, and provide opportunities for councillors and local authority staff to gain neighbourhood renewal skills.

Action 23: Ensure that learning support community cohesion
Working with the Home Office's Community Cohesion Unit, the NRU will support local authorities and LSPs in developing learning that promotes community cohesion. They will offer practical help in conflict resolution and decision making. Renewal.net (Action 1) is intended to improve access to best practice approaches and the national learning programme is intended to help create the necessary learning opportunities.

In broad terms, there is huge scope for a local authority contribution to the achievement of these objectives at all levels. This includes: informal, situated or embedded learning; non-formal learning; formal and accredited and qualification-based learning; support for elected members; and staff development and training.

> "Local authorities are particularly important partners in the delivery of this strategy. They have a clear community leadership role, and they deliver many services to neighbourhoods. They employ professionals, practitioners and policy makers, have an important role in LSPs and offer both a source of employment and of purchasing power. Local councillors have an important role to play in delivering neighbourhood renewal"
>
> *The Learning Curve: developing skills and knowledge for neighbourhood renewal*, NRU, 2002

NRU learning framework (Action 8)

The learning programme for neighbourhood renewal set out in Action 8 states that the NRU will "promote a variety of formal and informal approaches to learning, as set out in the neighbourhood renewal learning framework". Delivering this framework is a consistent ambition behind many of the actions in the NRU's learning and development strategy and it will clearly shape the work of LEAs and other local authority services in this area.

The framework has three overarching elements: building the knowledge base; developing core skills; and changing behaviours. These are divided, respectively, into: building the knowledge base and applying knowledge; organisational and interpersonal skills; and entrepreneurial and reflective behaviours. In turn, these key elements are interpreted against the needs of residents, professionals and practitioners, and civil servants and policy makers (**see Appendix D**). Implementation is intended to include those who have previously felt excluded from, or hesitant about, local regeneration activity.

The NRU intends that these elements and the specific skills, knowledge and behaviours described should become part of the frame of reference of all those engaged in the delivery of neighbourhood renewal.

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Talking points

1. Concentrations of disadvantage are higher in some areas than others; and in some areas the problems are acute but less visible. Are there areas covered by your service which have acute but less visible pockets of disadvantage?
2. The Government's strategy for neighbourhood renewal involves investment in economic regeneration, quality services, community capacity-building and joint action. It is expected to take at least 20 years. What are the implications of this time-scale for local ACL planning?
3. How do you see your authority, including all its services, contributing to the implementation of the NRU's learning and development strategy for neighbourhood renewal?
4. There is considerable emphasis in neighbourhood renewal on thinking and acting collaboratively. What does this mean for you as a manager of an adult and community learning service? How does if influence your day-to-day work?
5. What contribution can ACL make to the fulfilment of local authorities' responsibilities in the areas of community cohesion and race equality?
6. If you work in an area with a two-tier local government structure, how can ACL develop a relationship with key District Council services like housing to maximise learning opportunities for local people?

Useful Sources

Publications

Community Leadership and Community Planning: developing a comprehensive strategy to promote the well-being of the area, LGA, 1998

Community Leadership: What is it?, LGA, March 2001

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Websites

www.communityplanning.net

www.dfes.gov.uk/community champions

www.idea-knowledge.gov.uk

www.neighbourhood.gov.uk

www.renewal.net

www.skills.org.uk

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Section B

Building blocks: partnerships

Aim

This section looks at a variety of issues in relation to partnership. These include the role of Local Strategic Partnerships (LSPs), learning in relation to LSPs, community engagement, approaches to consulting and communicating, and the specific needs of black and minority ethnic communities in these general processes.

> 66 Partnership working is at the heart of the national strategy for neighbourhood renewal. The clear message from professionals and practitioners is that it is important to make the connection between working in partnership and learning in partnership. All too often, partners at the local level learn about 'partnership working' in organisational silos. The most effective learning about partnership working happens simply by creating the opportunities for challenge and exchange across organisational and professional boundaries. 99
>
> *The Learning Curve*, NRU, 2002

The Government's strong focus upon partnership working presents significant opportunities and requirements for learning – at individual, organisational and importantly, cross-organisational level. There is substantial scope to support capacity-building, particularly within smaller and less well resourced organisations that are now encouraged to participate in regeneration planning, notably through LSPs.

Equally, more established providers and other players need to develop and confirm the underpinning knowledge and skills for effective and equitable partnership work in a changing policy and strategic environment. All partners need to learn how to work together better, to share perspectives, communicate clearly and manage difference and dissent.

There is an expectation (NRU learning and development strategy – Action 22) that learning from best practice will be integrated into the performance management criteria of all regeneration and renewal partnerships. This includes single regeneration budget partnerships (continuing until 2007 in some instances), neighbourhood management pilots, and LSPs. Local authorities are expected to take the lead in developing the LSPs and are accountable for ensuring that:

- the membership and methods of consultation and engagement are balanced and inclusive
- difficult decisions are addressed and resolved
- partners properly resource and support the LSP.

There is a clear role for local authority staff, particularly from adult and community education services, to support as well as participate in this process. Outreach and community consultation expertise, skills in curriculum development and delivery, and learner focussed approaches will all be critical to the development of appropriate learning in this context.

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Local Strategic Partnerships – their role

LSPs are seen as the main mechanism for co-ordinating the delivery of better local services. These cross-agency, cross-sector umbrella bodies are intended to support local collaboration in the pursuit of community well-being and good governance. The exact composition will vary according to local circumstances.

The LSPs' core tasks are to:

- prepare and implement a community strategy
- develop and deliver a Local Neighbourhood Renewal Strategy (LNRS)
- bring together local plans, partnerships and initiatives
- work with local authorities that are developing local Public Service Agreements (PSAs) to devise and meet suitable targets.

In achieving these, LSPs are expected to connect with neighbourhood level initiatives, and with sub-regional and regional plans and activities. This means creating strategic links between the work of, for example, neighbourhood management pilots, NDC partnerships, Surestart, ConneXions, Excellence in Cities, Education Action Zones, local LSC and Learning Partnership planning processes, new Sector Skills Councils (SSCs), Regional Development Agencies (RDAs), and the Frameworks for Regional Employment and Skills Action.

LSPs will also be expected to take account of the requirements of 'rural proofing'. This refers to the process of building a rural dimension into policy and practice to ensure that people who live, work and enjoy the countryside are involved in the development of strategies that affect their future and environments. This is particularly relevant to the 16 Districts eligible for neighbourhood renewal funding that contain substantial rural areas (**see Appendix B**) but the intention of the *Rural White Paper* (2000) is that it should influence policies and programmes across the board.

Engaging rural communities and organisations in LSPs and in the development and delivery of Community Strategies and LNRS will require different approaches from local authorities and other partners. The Countryside Agency's *Checklist* (**see 'Useful Sources'**) offers a series of questions to focus thinking and planning around a range of issues including links with other strategies and plans (e.g. transport, housing, economic development), social exclusion, community capacity, and dispersed communities.

The Resources and Regeneration Department of Staffordshire Moorlands District Council in partnership with the local LSC, Business Links, Leek College, the National Farmers Union, and Staffordshire County Council, amongst others, developed an initiative targeting local farmers with little or no ICT knowledge. It involved taster sessions, the loan of lap-tops with training support and grants to buy equipment. Outcomes included increased awareness of the usefulness of ICT and confidence in its use, and encouragement to progress to formal qualifications. The critical factors included responding directly to the learning/work needs of the farmers and taking account of the effect of farm work on attendance at training.

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THE NRU's *Race Equality Action Plan* makes clear that LSPs in the 88 most deprived areas in England will also need to address the extent to which they engage with black and minority ethnic communities. The Plan states that

> 66 All Local Strategy Partnerships should identify whether there is appropriate Black and minority ethnic representation within the partnership structure and broader engagement in the strategic planning and decision-making processes. This assessment should form part of the partnerships' continuous improvement process in relation to accreditation and will be monitored by Government Offices. 99
>
> *Neighbourhood Renewal Fund: Race Equality Action Plan*, NRU, 2002

The NRU, in discussion with Government Offices, will explore the use of Neighbourhood Reneal Advisors to ensure "proper weighting of race equality issues within partnerships and wider Local Strategic Partnership networks"; and consider whether the proposed data base on membership of NRF-funded LSPs can help to monitor progess in this area.

Local Strategic Partnerships – and learning

In order to meet their considerable responsibilities LSPs must develop and support learning – indeed learning should sit at the heart of LSP planning and action. Through learning, LSPs will address the challenge of community engagement and empowerment and influence how member organisations and individuals participate and shape their own practice.

In recognition of this, Local Action on Learning Plans (LALPs) are expected to be an integral part of each LSP's Local Neighbourhood Renewal Strategy. All LSPs in receipt of neighbourhood renewal funding are required to produce LALPs identifying the priorities for learning to deliver neighbourhood renewal in their areas. LALPs are intended to link learning and regeneration in the broadest manner. So, whilst they should include responses to the needs of residents, professionals and organisations engaged in regeneration initiatives, they should also cover the wider learning and skills needs of the communities themselves.

Action 19 of the NRU's learning and development strategy outlines this expectation and suggests that LALPs should "support delivery of the local neighbourhood renewal strategy. Plans need to develop at the same pace as the strategy and can be reviewed on a regular basis to ensure they meet current priorities."

LSPs will need to develop their plans with reference to a number of key players. The LSC is expected to contribute to delivering the Neighbourhood Renewal Strategy (NSNR) through, for example, supporting a revitalised adult and community learning (ACL) sector and working with local authorities, Learning Partnerships and the voluntary and community sector. Local LSCs have identified regeneration priorities in their Strategic Plans and their capacity to deliver on these will be enhanced by the Neighbourhood Learning in Deprived Communities Fund (see Section C).

Additionally, following the DfES review (2002), local Learning Partnerships are assigned two core roles: continuing to promote provider collaboration and a new role of maximising the contribution of learning to local regeneration. Learning Partnerships may seek to integrate their work with LSPs and to become their 'learning arms'.

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LSPs will also need to align their plans with the multiplicity of other learning initiatives in their areas including: current established providers, voluntary and community sector workforce development, NDC and SRB schemes, and training and development programmes within local services. Specific guidance on drawing up a LALP is available in *Learning in Local Strategic Partnerships: guidance for LSPs* (**see 'Useful Sources'**).

> 66 The activities supported by local action learning plans should not duplicate the work that is already underway, but make linkages with the best of existing practice. Local learning plans need to add value by creating synergy between existing initiatives – helping to create 'joined up' learning, and new pathways between the many learning initiatives already under way 99
>
> *Learning in Local Strategic Partnerships*, OPM, 2002

ACL staff and teams have a clear role in helping to draw up sustainable LALPs which can be integrated into local authority adult learning plans. LSP plans will need to address the learning needs of effective partnership work, particularly across sectors, the new approaches that professionals in public service agencies will need in order to develop in their work with disadvantaged communities, and the needs of community groups and activists. ACL teams can make a particularly significant contribution to the latter through community action and volunteer training programmes.

"Genuine community engagement..."

> 66 There is a way to reach everyone. It just takes time and imagination and perseverance to find the multitude of approaches that will meet the diversity of needs and interests within the community. Their 'apathy' is a poor excuse to hide the failure of your outreach. 99
>
> *Rising to the Challenge*, Magpie Resource Library, 2001

The Government envisages LSPs developing across the country. Under the NRU's *Accreditation Guidance*, LSPs in the 88 areas in receipt of Neighbourhood Renewal Funds are subject to an assessment process to qualify for future funding.

Assessment is a two-stage process involving self-assessment and the development of an action plan by the LSP followed by a Government Office review, both against six key criteria. These include whether they have successfully involved hard-to-reach groups from the private, community and voluntary sectors.

This is problematic, not least because some community and voluntary organisations choose to avoid formal structures and are sceptical of their value. Many may also be disillusioned with the 'regeneration bandwagon' and it's processes. Deprived areas can be 'initiative rich' but 'results poor' – Toxteth in Liverpool is one of the most researched communities in Western Europe but it remains, despite considerable investment, one of the poorest. Different factors will have contributed to that outcome (inappropriate research questions; disconnection between evidence and planning) but the consequence for residents is the same. In turn, disengagement reinforces economic and political powerlessness and disadvantage.

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Central to breaking this negative and wasteful cycle is an absolute determination to ensure that local communities drive and shape the work. This engagement requires:

- imaginative, tried-and-tested approaches to consulting with local people
- training to consolidate and develop the skills and knowledge of professionals and policy makers
- training and learning opportunities that enable community members and groups to consolidate and develope their skills and knowledge and support their sustained involvement

Bolsover LSP has produced a framework for benchmarking voluntary and community sector involvement based on the understanding that "comprehensive engagement with both the community and voluntary sector will only be achieved over time as a consequence of rigorous development work".

It involves a tiered model with community representation at board and sub-group level supported by two sector sub-groups providing a conduit for representation from the whole area. The approach recognises the distinction between voluntary and community groups and also the need for development work to be targeted at organisations that fail to meet its benchmarks for participation. Management is by the voluntary and community sector via a consortium.

The benchmarks for participation are:

a) Representation from voluntary and community sector should be on the basis of equal partnership with other representatives at board and sub-group level (Evidence – equal voting rights)
b) Representation from either voluntary sector or community sector must be justified (Evidence – agreed benchmarks)
c) Representation must come from recognised, inclusive, democratic organisations (Evidence – constitution/evidence of practice)
d) Community representation must be from a recognised geographic area defined by the community (Evidence – Constitution)
e) Voluntary sector representation must defined by a community of interest (Evidence – Constitution)
f) The community sector will collectively determine representation to board and sub-groups (Evidence – Community sector forum minutes)
g) The voluntary sector will collectively determine representation to board and sub-groups (Evidence – Voluntary sector minutes)
h) The role of community representatives and voluntary sector representatives will include dissemination of information back to their respective organisations (Evidence – practice)
i) The roles and responsibilities of community and voluntary sector representatives must be clearly defined (Evidence – written description of roles and responsibilities).

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- appropriate planning audit and evaluation tools which will enable all stakeholders to assess the success of participation, development and learning strategies, and to set appropriate targets against meaningful base-line evidence
- neighbourhood learning strategies delivered through partnerships.

There is a growing number of useful resources available to local authorities to support their work with LSPs in this critical area. For example:

- the **local strategic partnerships toolkit** and **connecting with communities toolkit** available on the IDeA Knowledge website which include 'How to do it' guides, briefings and a range of useful case studies (www.idea-knowledge.gov.uk)
- the **Smarter Partnerships website** developed by the Local Government National Training Organisation which includes interactive tools to help assessment of learning needs for individual teams and partnership development, and case studies and links to help users address learning needs (www.lgpartnerships.com)
- the **Community Planning Website** which explores various methods, drawn from all over the world, to achieve local community involvement in the planning and management of the environment (www.communityplanning.net/)
- *We can work it out: in-depth research into development and policy issues for local strategic partnerships*, LGA, 2002, which identifies key messages for effective practice on the basis of interviews with all key stakeholders in seven case study LSPs representing a range of circumstances, locations and approaches
- *Active Partners: benchmarking community participation in regeneration*, Yorkshire Forward, 2000 (developed by COGS), which offers: twelve benchmarks for communities and public policy makers to assess the extent to which community participation is happening; a toolkit for analysing weaknesses; suggestions for best practice and a framework for improvement. Yorkshire Forward (RDA) has been using the benchmarks as criteria for bid assessment
- *Making Changes: a strategic framework for community development learning in England*, Federation of Community Work Training Groups, 2001 which offers clear definitions of community development and community development learning; key considerations for a community development learning strategy at local, regional and national levels; and a planning toolkit for developing an effective strategy

- The Commission for Racial Equality is working with the NRU to produce a practical guide on addressing race equality through partnership working. This is intended to assist public authorities to meet their duties under the Race Relations Amendment Act 2000

- The Office of the Deputy Prime Minister is to work with the Active Community Unit (Home Office) to evaluate the ectent of voluntary and community sector (VCS) involvement in the development of community strategies and to produce a "tool kit" to allow local authorities, with other partners, to undertake an initital assessment of VCS capacity, covering strengths, gaps, areas of risk and potential growth – to be achieved by April 2004.

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Developing appropriate understanding, knowledge and skills in all partners is an underpinning objective behind these resources and is explicit as one of the benchmarks in *Active Partners*. The associated suggestions for good practice include:

- regular identification of training needs (perhaps annual)
- external facilitation for some training
- mutual training by partners – e.g. regeneration officers inform community members about regeneration processes; community members share their perspectives and knowledge with regeneration staff
- shadowing schemes between community members, project officers and so on
- training professionals to manage consultation events – e.g. housing officers learning consultation techniques to organise community planning sessions
- more meetings with more informal 'learning' time – encouraging experiential learning.

Based on *Active Partners*, Yorkshire Forward, 2000

However, securing "genuine community engagement" in partnerships is about more than training and structures. It also requires cultural and attitudinal shifts. At heart, it needs a commitment from local authorities and other key players that have traditionally been more powerful and influential to work in different ways.

To be **less directive and controlling** and more open to mistakes, risk and lack of uniformity.

To **cultivate skills in negotiation and compromise** and in dealing with the unexpected.

To **work with new partners**, **shift boundaries**, and **redistribute resources** – the priorities of voluntary and community organisations or business partners may be additional to and sometimes oppositional to the local authority agenda.

To **work with the grain** of existing community activity and infrastructure.

To think through and **address potential barriers to participation** around dependant care, timing, location, meeting 'culture', cost, transport, hearing, sight or other additional support needs.

To **invest in the capacity of smaller, less well resourced partners** and potential partners (this is not a deficit model – all partners need to learn and change).

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Bristol City Council, working with a range of partners from voluntary and community groups as well as various education providers, has been able to access the Community Learning Fund in order to widen participation and enhance neighbourhood renewal. Drawing on the skills and experiences of local community activists and residents, Bristol has worked successfully with adults from hard-to-reach groups ensuring their involvement in decision making at a neighbourhood level. Through a commitment to the active participation of local residents as consultants, paid 'learning champions' and volunteers, Bristol City Council has been able to link into community networks, assess local needs and empower residents to work in partnership in order to bid for SRB funding to meet local needs. Bristol Community Education Service acts as the lead agency to facilitate networks and manage and administer funds. Local allocation panels make decisions about applications for funding.

The Bristol City Council case study highlights the importance of recognising and working with less formal, as well as more established, community infrastructure. Areas that have had ESF Objective 1 status, for example, will have a sophisticated architecture of committees, forums and action and planning groups to work with. In other communities there may be a lot of dynamic but apparently uncoordinated and unplanned action. With support, these more organic approaches to community organisation will also provide building blocks for successful partnership.

Norwich Learning City has established a learning network with membership from community activists, grass roots workers from different sectors and community based learning providers. Its aims include focusing provision on community needs, providing opportunities for joint project development and sourcing of funding, sharing of information about local, national and European bidding opportunities, and engaging grass roots workers in joint staff development.

Oxfordshire Local Authority has developed learning centres in areas of high social need in partnership with local community groups. Initially community development workers engaged with local community groups and discussed ICT centres. This developed into formal partnerships supported by the Capital Modernisation Fund and the New Opportunities Fund and has now developed into a process for setting up centres in community locations.

Wakefield Local Authority has developed a network of learning centres in disadvantaged communities in partnership with voluntary and community sector groups who own or run the centres. Other partners include libraries, housing and social care local authority departments and Sure Start.

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Consultation and communication

Clear communication and imaginative, accessible and purposeful consultation initiatives are at the heart of successful strategies for community engagement.

Effective communication processes help to:

- build a culture of trust and openness
- establish credibility in a context many some will have "seen it all before"
- address a legacy of mixed responses – cyncism and disillusionment through to enthusiasm and a desire to get something moving urgently
- build a culture of fair and respectful relations
- establish shared objectives and targets, actions to achieve these, performance indicators, and assessment processes
- establish boundaries – identifying what partners are able to contribute and concede and those areas where they will need to protect individual organisational interests (e.g. financial security)
- minimise bureaucracy and use of exclusive language.

This is not a simple task. The complex nature of the whole "LSP circuitry" – relationships between authorities, boards, area forums, town committees, parish councils, area-based partnership panels and so on – needs to be taken into account in determining and ensuring effective involvement. This presents significant communication challenges within and between organisations.

> 66 In this respect LSPs in urban unitaries and those in two/three-tier areas share a similar challenge: to join up the various opportunities for involvement and develop effective two-way communications within and among the components of the LSP. This challenge is new. In the past, strategic partnerships have tended towards top-down strategy making while neighbourhood based partnerships were involved in delivering programmes. The LSP will need to integrate these two positions. 99
>
> *We can work it out*, LGA, 2002

A synthesis of the principles, experience and skills of community development and ACL can forge powerful and sustainable responses to this issue.

Magpie is an independent charity in Deptford which promotes active citizenship focussing upon planning, regeneration, heritage and environmental protection. The area has had more than 20 different regeneration initiatives delivering over £200 million of funding. The absence of local involvement in decision making has led some residents to argue against any more money until they can be sure there will be genuine community control over local regeneration.

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Magpie's response has been to support local people in interpreting the lessons of past regeneration experiences, identifying what they want, and understanding the planning processes that hold the key to their future. They have collaborated with the Deptford Discovery Team to develop citizen-led action plans to preserve and develop open spaces – "renewal without destruction". Through the NX project, Magpie has trained local volunteers in a range of relevant skills including research and interview techniques and Participatory Rapid Appraisal (PRA). Learners were successful in securing £1.5 million through SRB to do community work.

Outreach and consultation strategies encourage residents to identify 'natural neighbourhoods' in order to develop and manage local improvement programmes and consensus building structures that sit outside conventional democratic processes. Their methods include the Magpie Burger Bar which looks like the real thing and travels around the area to give information and raise issues and ideas. Helping people prepare for the experience of joining LSPs and other strategic bodies includes using the 'Problem Wall/Solution Tree' technique. Meetings begin with an invitation to residents to identify problems on the 'wall' and solutions on the 'tree'. Other methods include the Washing Line Wish List, the Snakes and Ladders Pathways, and the Moodometer which measures changing reactions before and after events.

The 'Home Ground' Project is developing an approach to neighbourhood profiling based on the work of Charles Booth the Victorian philanthropist, and involving researchers in walking the streets and chatting with local people. Using the Common Ground concept of 'Parish maps', Magpie works with groups of local people to create visual neighbourhood maps through photography, silk-screen printing, painting, collage, video, sound and so on.

Other tried-and-tested community participation approaches include:

Fish bowl Technique – small groups of people discuss one issue with the aim of reaching a consensus. They each choose a spokesperson ('fish') who will share the findings of the discussion supported by a facilitator. The other participants form a circle ('bowl') around the 'fish' and are allowed only to listen. The aim is to agree a shared solution to the issue.

Future Search – developed by Marvin Weisbord and Sandra Janoff, is a large group planning meeting or conference involving, ideally, 64 different stakeholders (8 tables with 8 participants at each) who contribute to a five-stage process of development and learning that might last two to three days. The aim is to achieve system-wide strategic planning, and a common vision based on shared perceptions, feelings and aspirations.

Search Conference – developed by Eric Trist and Fred Emery, is a systems-wide strategic planning event involving, ideally, 32 different stakeholders, who address three key themes over two days: learning about out turbulent environment; learning about the system; and action planning. Search conferences can be used as 'front-end' planning processes which aim to make it more democratic and participative. There are significant differences with the Future Search approach (see above).

Forum Theatre – part of the "theatre of the oppressed" developed by the Peruvian director Augusto Boal, this involves the performance of a short play relevant to the issue. The 'audience' is invited to discuss the themes and the responses of the characters and to consider different approaches. Individuals can then take part in the play to test out their ideas.

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Although learning in this context tends to be delivered in small chunks and as flexibly as possible, this can still include residential learning. Careful planning and appropriate support can offer local people an opportunity to consider issues at one step removed from the pressures of their usual environment. The evidence from residential adult colleges such as Northern and Fircroft is that such accelerated learning opportunities are immensely valuable, particularly for people returning to learning.

Dingle Partnership in the North West held a residential planning event focusing on the partnership's delivery plan. The feedback from participants, many of whom had never been formally involved in strategic planning, showed the positive value of this approach to learning. It demonstrated that learning is a two-way process with professionals learning from residents and visa versa, illustrating the importance of ownership, particularly as it applies to neighbourhood renewal. One resident felt so empowered and secure in her knowledge and abilities that she stood for co-chair of the partnership and was successful. Greater familiarity with the range of opportunities available through the partnership's action plan encouraged other residents to take advantage of new education and training opportunities.

Black and minority ethnic communities

Achieving effective consultation and engagement with black and minority ethnic communities is a key issue and at the heart of delivering neighbourhood renewal. This arises partly from the responsibilities of local authorities under the Race Relations (Amendment) Act 2000 (**see Appendix E**) and partly from what the statistics reveal. 70 per cent of our black and minority ethnic citizens live in 10% of our poorest communities.

The SEU report *Bringing Britain Together* argued that:

> 66 Ethnic minority disadvantage cuts across all aspects of deprivation. Taken as a whole ethnic minority groups are more likely than the rest of the population to live in poor areas, be unemployed, have low incomes, live in poor housing, have poor health and be the victims of crime:
>
> - people from the Pakistani and Bangladeshi communities are one and a half times as likely to suffer ill health and African Caribbean people are a third more likely than white people
> - 41% of African Caribbean, 45% of Indian, 82% of Pakistani and 84% of Bangladeshi people have incomes less than half the national average compared with 28% of white people
> - 15% of all ethnic minority households and 40% of Pakistani and Bangladeshi households live in overcrowded conditions compared with 2% of white households. 99
>
> *Bringing Britain Together*, SEU, 1998

However, addressing such fundamental issues is about more than simple propotionality in terms of representation on LSPs and other regeneration partnerships, forums, boards and so on. The community cohesion reports following the disturbances in Bradford, Oldham and Burnley made clear that community isolation and separation are key issues and that cross-cultural and cross-community working will be crucial.

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It is also important to stress that race equality issues are relevant to all areas and not only those with substantial black and minority ethnic communities. Indeed, in neighbourhoods where such groups are a small part of the local population, through refugee dispersal, for example, people can feel even more threatened and isolated. Staff in public services may be less experienced and knowledgeable about appropriate policies and practices.

Ensuring that the voices of these communities are heard in community strategies and other neighbourhood, local and regional planning processes is essential but problematic. One of the key findings of the LGA funded in-depth research into development and policy issues for LSPs was that, "In general, voluntary and community sector organisations and rural community councils are not seen to represent well the voices of black and minority ethnic groups" (*We can work it out*, LGA, 2002)

The wider issue is recognised by government. For example, the NRU is currently developing a performance management system to monitor black and minority ethnic involvement in community networks which will also show how different ethnic groups benefit from Community Chests (**see Section C**). The Community Chests programme, which is administered through lead voluntary and community sector organisations in the 88 areas, provides small grants to local community groups and supports regeneration-focused community activity.

Learning and training needs in this context are potentially substantial and include organisational development amongst strategic partnerships, within local authority services, across the wider community, and within black and minority ethnic organisations.

Adult and community learning (ACL) staff with experience of providing training around community capacity-building, cultural diversity and race awareness can play a critical role in ensuring that local black and minority ethnic communities are heard and that the services working with them can respond appropriately.

In particular, there is potential for ACL staff to contribute to the continuation of the programme of conflict-resolution work instigated after the disturbances in Bradford, Burnley and Oldham. The NRU's Community Participation Team intends to explore how this might roll forward in the longer-term and relate to existing routes of funding for community regeneration groups and local agencies. The Skills and Knowledge programme, including the learning and development strategy (**see Section A**), is also intended to achieve black and minority ethnic involvement as an integral feature (see *Race Equality Action Plan*).

Bristol Community Education has collaborated with a local black development agency – an umbrella group serving local black and minority ethnic communities and the voluntary sector – to carry out research and consultation into the experiences of their members in relation to lifelong learning. The project is training and employing members of black and minority ethnic communities to carry out the research and prepare the findings. These will be used as the basis of a collaborative action plan for ACL provision and for the work of other providers in the area e.g. the FE college and voluntary and community groups.

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The Bristol Community Education case study highlights several elements of effective practice in this context:

- project development based on collaboration between local authority ACL staff and appropriate intermediary groups
- mapping of local black and minority ethnic communities to get a proper understanding of needs and aspirations
- working with people from those communities to deliver the work
- training and supporting those workers appropriately to ensure quality standards are met, and to encourage transferable skills for further individual and community development
- an explicit commitment to act on the findings of consultation to give meaning and value to the process
- cross-sector collaboration to ensure greatest impact from subsequent plans
- planning based on current, community-based evidence
- development of meaningful base-line evidence to support any target setting, monitoring, assessment and future development planning.

These are also exemplified by the following case study from Kirklees, Huddersfield.

Community Education and Regeneration, Kirklees Metropolitan Council, have worked with Huddersfield Pakistani Community Alliance to set up a Neighbourhood Learning Centre (NLC) in the Thornton Lodge area of the city. The Centre has been funded partly by the DfES as part of a national NLC pilot initiative.

Project Development Workers, working closely with the local Adult Education Officer, have established a thriving community resource in under a year. The NLC now includes a UK online centre (part of the local authority's Kirklees Communities On Line initiative) and is home to a careers library, EMAD (Ethnic Minorities and Drugs) and a rich variety of learning activities. These include driving theory classes, the Overseas Pakistani Graduate initiative, an elders' gardening group, work with local parents wanting to become school governors and ICT family learning projects. The Centre has links with the local Islamia Girls College, the local Mosque, the Islamia Girls School, Voluntary Action Kirklees, West Yorkshire Black Governors' Network, Huddersfield Technical College, local businesses, the local Learning Partnership, and local fire, health and social services.

The local authority has had a critical role in the overall development of the NLC, acting as the accountable body for the funding, supporting the Management Team and linking the initiative to strategic bodies such as the local Learning Partnership and the local Learning and Skills Council.

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Talking points

1. How can ACL contribute to effective learning for partnership work and in particular, enable organisations to work across institutional, cultural and capacity boundaries?
2. What are the particular learning requirements associated with strong community participation in your Local Strategic Partnerships?
3. Reflect on the range of consultation techniques currently used by your service. How could these be strengthened and diversified?
4. How can the skills and resources of your service address some of the particular issues associated with the involvement of black and minority ethnic communities in partnership working?
5. Are there other groups or communities that are under-represented and that present particular issues?
6. How well are black and minority ethnic communities represented within the consultative processes and structures in your area?

Useful Sources

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Section C

Building blocks: funding

Aim

This section maps the main sources of funding available to adult and community learning for neighbourhood renewal. It considers related issues including support for voluntary and community providers and the possibilities for social enterprise, and includes a summary of key funding sources.

An overview

The Government has launched an array of funding initiatives, some of which are linked directly to neighbourhood regeneration and are available only to those local authorities in the poorest 88 wards (**see Appendix B**). This includes the Neighbourhood Renewal Fund (NRF) and Community Empowerment Fund. Other sources relevant to Adult and Community Learning (ACL) in this context derive from complementary policy agendas, for example ICT, basic skills and family learning. Much of this funding is channelled through local authorities and associated partners. This means that LEAs and the economic regeneration sections of local authorities have a strategic role to play in ensuring that funds are targeted to maximum effect.

Ultimately the Government plans to resource neighbourhood renewal by diverting more mainstream public spending into deprived areas. The rationale for this fundamental shift is that deprivation will never be addressed properly until more public spending (on health and social services for example) is directed towards the poorest communities.

Research by the Audit Commission (June 2001) highlighted some of the implications of this approach and a tension between a reliance on special initiatives and 'bending' mainstream resources to fund regeneration. Greater complexity of the funding map makes it difficult for local organisations to assimilate all they have learned into the mainstreaming process. Additionally, they are unlikely to have the resources to take all their specialist staff into mainstream services. The research also suggested that the sheer number of special initiatives has distracted service providers from the requirement to 'bend their spend'.

Different areas have designed their own response to concerns about fragmentation and complexity. Manchester, for example, created a single regeneration pot for the city in which all the various partnerships pooled their funding. Co-ordination and rationalisation of funding is also a key task for the Local Strategic Partnerships (LSPs).

Local Strategic Partnerships

LSPs play a central role in the allocation and co-ordination of neighbourhood renewal funding. As was noted earlier (**see Section B**) the LSP's key task is to prepare a Local Neighbourhood Renewal Strategy, setting out an agreed vision and plan including targets. As part of this process, LSPs are charged with mapping both the resources going into priority neighbourhoods and any other assets such as volunteers, buildings and facilities. They are expected to consider the most effective use of these resources to change, connect and expand local services and to bid for new money.

For example, an LSP might develop an overview of the level of training opportunities in ICT through an awareness of:

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- planned business and industrial investment in an area and associated ICT training opportunities
- programmes available through FE, local authority and voluntary and community sector providers
- opportunities available through neighbourhood learning centres and UK online centres
- initiatives funded through small grants programmes run through New Deal for Communities, Single Regeneration Budget, Community Chest, and the Adult and Community Learning Fund (ACLF), amongst other sources.

Evidence-based planning of this kind which supports more coherent, needs-led approaches to the use of resources follows the precedent set by the New Deal for Communities (NDC) pathfinder partnerships (launched in 1998) which were asked to map the resources and initiatives coming into their area.

Working with smaller community and voluntary organisations

Funding is a major headache for voluntary and community groups. They experience the same confusion as local authority staff in navigating funding routes but usually with less capacity to trawl for information and to use it. They are less likely to have access to the internet which is a key source of essential detail, and to have staff dedicated to securing and managing finance.

Voluntary and community organisations are often locked into continuous cycles of bidding for funding which is frequently short-term and focussed on innovation rather than consolidating or embedding successful practice. Securing resources for core costs to support delivery is also a key issue along with funding for outreach and community consultation. Managing funding cocktails is a familiar experience that is widely acknowledged to be wasteful of resources. This is exacerbated by the often different monitoring, auditing, reporting and evaluation requirements attached to resources.

These issues are being addressed by government through the Treasury, the Active Community Unit and the DfES, in particular the 'Getting the Best from Each Other' Team (**see 'Useful Sources'**). Additionally, the Government has set up a pilot website to provide information for voluntary and community organisations on the grants available from key Government departments (www.volcomgrants.gov.uk) and set up the *future* builders fund to assist voluntary and community sector organisations in their public service work.

The key findings and recommendations of the Treasury cross-cutting review of the role of the voluntary and community sector (VCS) in service delivery are critical (**see 'Useful Sources'**). The report addresses a range of key issues in the funding relationship which are seen as fundamental to ensuring the stability of service delivery organisations and the delivery of quality services in the medium and long term. These include covering overhead costs in bids for service contracts; streamlining access to regeneration funding; and instilling greater stability in contracting relationships. The Government "is determined that this review will make a difference" and is committed to full implementation by April 2006.

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This will have implications for local authority contracting arrangements with voluntary and community sector learning providers. The report states that the Treasury would publish guidance to funders by December 2002, and run a dissemination programme for VCS umbrella groups around the guidance from April 2003.

Local authorities also have a major role to play in supporting voluntary and community organisations in accessing funding and in using it to greatest effect. Needs will vary between areas, within areas and between organisations. For some very experienced bidders the issues are capacity and access to current short-term information (deadlines and new funding opportunities) and long-term information (relevant policy development). Other organisations may seek training in effective bid writing and skills for project management, budgeting, monitoring, evaluation and reporting. ACL services can work with these organisations to design and deliver the necessary non-accredited and accredited learning. Local authorities can also act as lead organisations in partnership bids and shoulder off-putting and prohibitive data collection and quality assurance responsibilities.

There are many examples of local authorities acting in all these ways to support voluntary and community organisations: as sources of useful information; training providers; and managing agents.

Lancashire Adult and Community Learning Alliance (LACLA) was established by and is funded through the Adult Education Service and is embedded in the County Adult Learning Plan. It was set up to assist voluntary and community organisations in obtaining resources for delivery under the LSC. Structurally, it includes both a Steering Group consisting of other County Council services and people from community and voluntary organisations, and LACLA-net, which is made up of community groups and organisations involved in local learning (voluntary and private training providers and community enterprises). LACLA-net offers mutual support, a forum for sharing good practice and information, a focal point for quality assurance and staff development, and access to LSC funding.

Sustainability

Sustainable funding is a key issue for all providers engaged in delivering community-based learning. Many will have experienced the frustrations of developing an effective initiative which has foundered due to a lack of continuation funding. Many will therefore be familiar with the damaging consequences in terms of local disillusionment, the effect on newly engaged learners, and the waste of resources when projects disappear without trace. The Government's intention to 'mainstream' neighbourhood renewal funding is in part a response to this pervasive difficulty, to ensure that the work becomes embedded in service planning and budgeting. Stability is also a key issue identified by the Treasury Review, which argued that "Funders should consider carefully the benefits of entering longer-term funding relationships subject to satisactory performance" (*The Role of the Voluntary and Community Sector in Service Delivery*, Treasury, 2002). The LACLA case study illustrates this through the inclusion of the initiative in the authority's Adult Learning Plan.

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Planning an exit strategy at the inception of an initiative, careful partnership building (attending to future capacity) and diligent bidding are all tried and tested responses. Nonetheless they may fail to break the cycle of short-term funding and its associated uncertainties. Alternative approaches may be more effective in some cases.

Social enterprise

The Social Exclusion Unit defines a social enterprise as a business with primarily social objectives whose surpluses are reinvested for that purpose in the business or in the community rather than being driven by the need to maximise profit to shareholders and owners. They are an expanding part of the wider voluntary sector.

The Government has set up a Social Enterprise Unit (SEnU) in the Department of Trade and Industry (DTI) to explain, support and promote this area of business and community development (**see Useful Sources**). This sector is seen as having a key role in regeneration and the promotion of social exclusion. Social enterprises are capable of introducing goods and services into neglected areas, encouraging sustainable economic activity and providing employment and training in a supportive environment for hard-to-reach groups (for example, the homeless and those with mental health difficulties).

The Government is encouraging the sector through various initiatives. The Active Community Unit has funded the Community Action Network (CAN) to develop a database directory that identifies social entrepreneurial organisations and enables information exchange (**see Useful Sources**). It is funding the development of appropriate training (for example, through the Regen School, Sheffield and the Exchange Programme at Durham University Business School) and is supporting various targeted funding sources (for example, the Local Investment Fund and the Phoenix Fund – see Table 1). Social enterprise has the potential to complement or offer an alternative to bidding for funds.

The London-based L.A. Raiders Soccer Academy was formed in September 1998. It offers unemployed people aged 16–21 (mainly from black and minority ethnic communities), the opportunity to train for a career in sports coaching through a programme of educational and vocational training. This takes a holistic approach to developing employment prospects and football talent at grass roots level. Funding from the ACLF was used to develop Vocational Training and Work Experience programmes. A life skills programme was added, focussing on social and personal responsibility, behaviour and lifestyle change. Many of the learners have no qualifications before joining the Academy.

The issue of sustainability was addressed early in the project. "It quickly became apparent that, while there seemed to be a lot of public money available for new ventures, funding bodies were not keen to provide money to meet core costs. We knew that it was going to be quite difficult to build solid financial foundations if we had to rely on grant funding for sustainability for our vocational training programme."

As the vocational training programme developed L.A. Raiders worked in partnership with the London Borough of Waltham Forest Training Agency (now ClaSS) for the delivery of NVQs on a sub-contract basis which provided stability.

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As part of the exit strategy for students who had gained qualifications, they identified a need for qualified football coaches. In collaboration with the students, they developed the idea of a Community Coaching Network (CCN) to provide help and support for the transition to self-employment. The activities of the CCN offered the coaches work on a sub-contracting basis to kick-start their careers. They submitted an application to the Phoenix Fund to develop the CCN with two key objectives:

- *to provide support for newly qualified football coaches at the start of their football coaching businesses*
- *to facilitate an organisational shift for the Academy from 100% grant reliance to a point where the CCN would generate an income to contribute towards the Sustainability Strategy.*

CCN has successfully developed two programmes that achieve its aims. The Academy has also submitted an application to London North LSC to deliver under their mainstream Work Based Learning Programme. If this is successful, the majority (over 80%) of the organisation's income will be earned through the delivery of contracts rather than through grant income. "For us this means that for the first time in four years we can stop worrying about where the next penny is coming from and focus on improving what we do. We benefit from the stability and our community benefits from our activity."

Social enterprises are potential partners for ACL services in terms of their reach into more excluded communities and their potential as sites for learning in disadvantaged areas. Voluntary and community organisations wishing to explore the option of social enterprise as a response to the problems of sustainability may also need training in appropriate business skills. Local businesses, working in conjunction with ACL and local authority Economic Initiatives Officers, are well placed to contribute to this process through advice and training.

Neighbourhood renewal - funding sources

Table 1 summarises the main funding sources for neighbourhood renewal at the time of writing. It is important to note that these will change in the context of such a rapidly moving area.

Other sources also support the policies and targets of the National Strategy for Neighbourhood Renewal (NSNR). The following brief overview outlines those that appear to offer the most potential for ACL. However, it is important to note that this in not exhaustive and again, the detail will have a limited shelf life. The information is arranged thematically.

Regional economies

- Regional Development Agencies (RDAs) play a crucial role as strategic leaders of regional economic development. Each RDA produces a Framework for Regional Employment and Skills Action (FRESA) setting out priorities for economic development and regeneration in their area, and for the development of the required skills. They will receive a larger and more flexible budget of around £500 million per year by 2003-04.

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- Under New Deal for Market Towns, 100 market towns in need of regeneration will receive funding to attract additional investment and to strengthen their role as service centres.

Tackling crime

- Crime and Disorder Reduction partnerships (CDRPs) across England and Wales are intended to unite police, local authorities and local people in tackling crime. They are supported by Crime Reduction Teams in the GORs consisting of civil servants and secondees from the police, local authority, and the prison, probation and fire services. CDRPs each produce a Crime and Disorder Strategy, set local targets, and can receive funding for innovative projects in local communities through the Crime Reduction Programme.

Literacy and numeracy

- The Government's national strategy for improving adult literacy and numeracy skills, 'Skills for Life', and the work of the Adult Basic Skills Strategy Unit established to take it forward, is supported by substantial additional funding. Further resources for basic skills provision are available through the Welfare to Work budget, European Funding, prison education, probation service, and various funds targeted at the voluntary and community sector.

  The Adult Basic Skills Strategy Unit, supported by a regional field force, is charged with ensuring that literacy, numeracy and ESOL provision is co-ordinated between the different arms of government and is coherent across national policies. This will include the RDAs, public libraries, LSPs, local Learning Partnerships, local authorities, health and probation services, voluntary and community organisations, and Information, Advice and Guidance Partnerships. The LSC will also play a crucial role by planning and funding literacy and numeracy provision.

Children, young people and family learning

- The 'Excellence in Cities' programme, aimed in part at improving achievement in schools, will receive over £300 million by 2003-04; and further funding is being provided to tackle truancy and school exclusion, including providing support outside the classroom for pupils at risk of exclusion.
- Sure Start programmes, intended to promote the health and well being of pre-school children, will receive around £1.4 billion by 2004. Collaboration between the DfES and the Countryside Agency is intended to ensure that Sure Start is effective in rural areas.
- The Government has set up the Children's Fund to invest in local programmes working with families and children of primary school age at risk of disadvantage.

Housing management

- Extra funding has been available to local authorities to help establish tenant participation structures. The Best Value for Housing framework, backed up by the Housing Inspectorate, is intended to drive improvements in the delivery of housing services and ensure they are more responsive to tenants' needs. There is

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scope within these initiatives, along with the increased transfer of local authority homes to Registered Social Landlords and the use of lettings policies to create more sustainable communities, for ACL provision to support effective residents' and tenants' activities.

Drugs

- The Government has allocated extra funding to tackle drug abuse. At local level this work is led by Drug Action Teams working within local authority boundaries. Their targets include cutting the levels of repeat offending by problem drugs-misusing offenders (by 2005); and increasing participation of problem drug-abusers in drug programmes (by 2004). ACL provision could contribute to this work, for example, by offering confidence-building, life skills and health awareness programmes.

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Table 1: Neighbourhood Renewal Funding Summary

Funding/main purpose	Criteria	Target group	Duration of funding	Amount available	Additional information
Neighbourhood Renewal Fund (NRF) is intended to help local authorities and their partners improve core public services as the first step in reducing the gap between the poorest and the rest, and in ensuring that no one is disadvantaged by where they live	Authorities in the most deprived parts of the country (88 eligible areas – **see Appendix B**) receive funding on a per capita basis. The ID2000 provides an indices of deprivation upon which allocations are made. This is underpinned by a minimum allocation of £100,000	Those who live in the 88 most deprived areas. This includes 70% of all people from black and minority ethnic groups	The NRF is a fund available until 2006	The total amount of £900m has been allocated as follows: £200m in 2001-2002; £300m in 2002-2003; £400m in 2003-2004; £450m in 2004-2005; and £525m in 2005-2006	There are conditions attached to receipt of funding including: 1. The establishment of a Local Strategic Partnership (LSP) 2. A statement of use of the NRF agreed by LSP 3. Demonstrated progression towards 'Floor Targets' (**see Section F**) 4. Recipients must have a Best Value performance plan
Community Empowerment Fund is intended to support effective community and voluntary involvement in LSPs through the development of Community Networks	All 88 wards will be allocated a minimum amount of £100,000 with an additional amount allocated on the basis of the number of people living in the qualifying ward	Voluntary and community organisations in the 88 areas	The duration of the NRF	£36m is available -Year 1 allowances are fixed but these are to be reviewed in the light of local experience	Lead voluntary and community sector organisations in each of the 88 areas are responsible for administering the Community Empowerment Fund. It is intended to be used to build inclusive networks, pay for activities such as outreach, surveys and training, and to facilitate the selection of community representatives on the Partnership

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Community Chests are intended to provide small grants to local voluntary and community groups to support a range of activities that enhance the regeneration of deprived areas. Examples include using the chest to hire rooms, buy IT equipment, and pay the costs of producing a community newsletter. The **Community Learning Chests** programme has now been combined with the Community Chests and is reserved for providing residents with the skills they need to get involved	The funding guidance emphasises the need for arrangements to draw upon existing knowledge and expertise and to work with organisations that have a good knowledge of community issues and needs	Those living in the 88 areas in a position to provide (or work towards providing) locally-based activities and the most hard-to-reach groups	Three years in the first instance with a specific allocation being made for each year	A total of £50m is available for three years with a specified amount for each year: £10m 2001-2002, £15m 2002-2003 and £25m 2003-2004	Lead voluntary and community sector organisations in the 88 areas are responsible for administering the chests
Community Fund (formerly National Lottery Charities Board) supports charitable and benevolent organisations throughout the United Kingdom	The applicant must be independently established for charitable, benevolent or philanthropic purposes and have a constitution with clear aims and objectives	The fund supports initiatives aimed at meeting the needs of those at greatest disadvantage in society and to improve their quality of life	Funding varies according to the nature of the project but is for a minimum of one year	Contact should be made with the Community Fund organisers in order to discuss the nature and cost implications of the proposed project	Organisations do not have to be registered as charities to apply for this funding, but do need to have a bank account with at least two signatories

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Table 1: continued

Funding/main purpose	Criteria	Target group	Duration of funding	Amount available	Additional information
New Opportunities Fund (NOF) was established in 1998 to distribute grants to health, education and environmental projects across the UK. NOF also provides a revenue stream which is complementary to ICT-based work	Projects will be supported that improve the quality of life and encourage community participation in locally-based activities	People living in the most disadvantaged areas in the UK	There is currently no time limit on funding, though there are specific bidding round dates with deadlines. New aspects of NOF have come on stream during the lifetime of the initiative (such as NOF programme for sports facilities)	Not specified. NOF is a National Lottery funding distributor	Funding proposals are expected to demonstrate synergy with local and national strategies and programmes such as the Neighbourhood Renewal Fund. Many of the themes for the fund are as per NRF including participation and meeting the needs of the poorest communities
Single Regeneration Budget (SRB) was set up in 1994 to resource regeneration initiatives in England. It allocates funding through bidding rounds	Eligible initiatives vary from area to area depending on local circumstance and priorities, but the main use of SRB funding is to improve employment prospects and the education and skills of local people	Various target groups but with an emphasis on addressing social exclusion and meeting the needs of the most socially disadvantaged in England	Funding can last between 1 and 7 years spanning the duration of an SRB partnership. Funding is allocated on the basis of an agreed delivery plan (presented to GOR). Round 6 will end in 2005	Under rounds 1-6, 900 schemes have been approved worth over £5.5 billion in SRB support	SRB support is also aimed at promoting sustainable regeneration, improvement and protection of the environment, reducing crime and drug abuse and promoting community safety
The Phoenix Fund was set up to encourage enhanced business support for entrepreneurs	Business initiatives that either originate in or seek to support people in disadvantaged communities	Under-represented groups such as women and people from black and minority ethnic communities	The Phoenix Fund started in 2001 and is a four-year initiative	Funding available totals £96m	The fund is administered by the Small Business Service (SBS)

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Community Champions Fund set up to support community activity	People who have already shown leadership in stimulating community activity	Community activists and leaders, older (50+) volunteers, and young people	Three years	£9m distributed through small grants, usually up to £2,000	
European funding offers four main structural funds set up to reduce differences in living standards between EU regions. These are: European Social Fund (ESF); European Regional Development Fund (ERDF); European Agricultural Guidance and Guarantee Fund (EAGGF); and Financial Instrument for Fisheries Guidance (FIFG). A range of other initiatives are run through ESF such as Equal, Socrates and Grundtvig	This varies according to the fund and 'drivers for change', but generally initiatives are supported which aim to reduce unemployment, improve and develop skills for employed people, and invest in industrial or rural areas and areas with low economic development	The focus of most European funding is to reduce unemployment particularly for the long-term unemployed and the socially-excluded. Objective 1 areas are: Merseyside, South Yorkshire, and Cornwall. Objective 2 areas are: North East, North West, Yorkshire and Humber, East of England, East Midlands, West Midlands, London, South East and South West	Not all European Funding is time-limited. Typically, new European initiatives are introduced annually. Objective 1 and 2 regions are, however, designated as eligible until 2006. This represents a six-year funding arrangement	Overall £1.2 billion is available for English Objective 1 areas and £2.2 billion for Objective 2	Most ESF and ERDF funding is administered through partnerships. Local Area Partnerships are expected to devise action plans and set targets to reduce unemployment and improve local skills, and are expected to maximise funding by matching it with money from other sources

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Table 1: continued

Funding/main purpose	Criteria	Target group	Duration of funding	Amount available	Additional information
Neighbourhood Learning in Deprived Communities Fund is intended to enable local LSCs to contribute fully to the NSNR through community-based learning; improve the quality of the provider base (including small voluntary and community organisations); and encourage the take-up of learning opportunities	Revenue funding will support: innovative 'first step provision'; acquisition of neighbourhood renewal skills; community leadership/champion training; staff training for voluntary and community sector (VCS) groups; capacity building for VCS providers to meet LSC provider assessment criteria; mapping of existing neighbourhood learning centres. Capital funding can support: direct delivery; refurbishment; complement other funds; secure ICT provision	2002-03 the 88 local authorities eligible for NRF. The scope may widen 2003-2004. The target groups include: VCS organisations; **learndirect** and UK online centres; LEAs; and local community centres	2002 – 2004	2002-03 – £14 million (£10 million revenue, £4 million capital). 2003-04 – £34 million subject to the outcomes of the spending review	Local Learning and Skills Councils in the 88 areas will manage the budget. Indicative allocations for each local LSC for 2002-2003 are given in the Operating Guidance

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Talking points

1. What role does ACL currently play in supporting community organisation to access funding for learning? Could this be extended?
2. Review the range of your partners for ACL work. Does it include sufficient representation from the business sector? What would be the benefits of consolidating these links and how would you achieve this?
3. What role does social enterprise play in the economy and regeneration of your area? How could ACL strengthen that role?
4. What strategies does your service have for securing the sustainability of community-based learning initiatives? How effective are they? In what way could they be improved?
5. Are you aware of all the main sources of neighbourhood renewal funding? Is ACL in your area using these to maximum effect? What other funding, routed through other local authority services, could you consider as potential support for ACL provision?

Useful sources

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Section D

Processes: getting started

Aim

This section identifies key first steps in developing adult and community learning (ACL) for neighbourhood renewal and for encouraging co-operation across local authority services.

The LEA contribution

It is important to be clear from the outset what ACL can contribute to neighbourhood renewal and what a particular service can contribute to ACL. Having a clear statement specifying this will help develop the work of the education service and enable potential partners (internal and external to the local authority) to understand the scope for collaboration. The statement could include a list of the particular knowledge and expertise held within the authority and might cover:

- **understanding how adults learn** and the different learning styles and forms of teaching that suit them best
- expertise in securing **accreditation** for locally-developed learner-led programmes
- experience of **planning and providing 'first step' opportunities** to attract the most hesitant and sceptical learners
- understanding how to offer **good quality accessible** learning in venues local people find welcoming and delivered by staff they feel comfortable with
- the strong position of local authorities to provide **'embedded' learning** or, in other words, learning that happens through other activities – for example, through tenants' groups, holiday play schemes, neighbourhood festivals, food co-operatives, credit unions and out-of-school classes to preserve minority cultures. Through these activities, local people acquire valuable, transferable knowledge and skills (working together, problem-solving, communications, managing money). ACL staff can help professionals in other services (health, housing, arts and leisure) to recognise, highlight and validate this learning and support progression into other activities and programmes
- **assets and resources** that could be used by partners involved in neighbourhood renewal. These include: premises for training programmes or events such as neighbourhood centres and advice centres (if this were extended through partnerships, the variety of local authority buildings could include schools and day nurseries, libraries, under-5s centres, housing offices, social services offices and family centres); photographic equipment and dark-room facilities; computers and desk-top publishing equipment; reprographic facilities; training the trainers (including support for community organisations to develop their own trainers); and funding (ACL services can

In Mansfield, Nottinghamshire, one of the countywide Learning Community Operations Groups (COGs) identified a desire from both employers and residents for "first step" vocational training, particularly in electrical and construction trades. The partnership worker linked with a provider to offer an eight-week course in electrical work including health and safety and first-aid. Free transport for the participants was arranged. The accredited programme provided opportunities for progression and achieved a high rate of movement into employment.

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set aside funds to enable other providers to run their own learning activities, with appropriate support).

Next steps

There are a number of steps that will take things forward from a statement of potential into action.

First, it could be helpful to meet the staff responsible for regeneration or neighbourhood renewal in the local authority, including in a two-tier system within the local District Council. This is an opportunity to explain ACL (some officers may think it refers to evening classes only), to explore how it might contribute to local neighbourhood renewal, and to persuade colleagues working in this area that ACL should be in the corporate frame alongside other services. The contribution of ACL to the achievement of floor targets could be helpful in these discussions (**see Section F**).

Second, it is important to develop a proper understanding of need and available provision – evidence-based planning is high on the Government's priorities. Authorities will have experience of this in producing their Adult Learning Plans. However, neighbourhood renewal requires this to be undertaken in detail at a very local level. Whilst there is no single source of such community-level information, many voluntary and community organisations have contributed to needs analyses funded variously through local LSCs, Learning Partnerships, RDAs and so on.

These surveys provide a valuable starting point for collecting base line evidence at neighbourhood level which can be consolidated through subsequent monitoring for target-setting and development planning. This is one means of identifying not just what is needed, for whom and where, but also which organisations would most appropriately provide it. This is useful information for those authorities that contract out some or all of their provision and it could help support strategies to work with more voluntary and community bodies.

Warwickshire County Council, Coventry City Council, the Learning Partnership, Coventry and Warwickshire CVS, Warwickshire Rural Community Council and the Learning and Skills Development Agency commissioned research into voluntary and community sector capacity building needs both as a significant workforce and as a provider of learning opportunities. Funding came from Coventry and Warwickshire LSC and Warwickshire County Council. The research objectives included mapping current provision, highlighting gaps and good practice; and identifying how sector providers track learners and monitor learning outcomes.

Community Research and Consultation is an award-winning initiative developed by the community education arm of Bristol LEA alongside the community development team of the Bristol Regeneration Partnership. It involved designing a research method that empowered local people by giving them the knowledge and skills required to carry out collective local research. The programme was accredited through the Open College Network. Each of the resulting research exercises had a focus on education, in particular family learning.

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Local people were recruited as community consultants. They worked together to produce questionnaires as research tools for use in one-to-one and group interviews, to analyse the findings, extract the common issues, and propose recommendations, and present their findings at a local level. The findings of the research were taken forward as part of a longer-term strategic plan and the whole process was evaluated.

Third, resources will need to be assessed against current funds at an early stage in order to identify the need for additional sources or restructuring of existing budgets. Other departments in the local authority, economic development, for example, are possible sources, particularly if the learning helps to achieve their targets and objectives.

Fourth, it will be important to the on-going process to build good contacts across the local authority and position the service in a supportive role to departments that may be leading on neighbourhood renewal (housing, economic development and so on). Ultimately it would help to become identified as a source of useful information on adult learning in the workplace, the home and in the community.

Fifth, identifying appropriate staff and offering training and support will be key tasks. Working successfully within local communities to develop learning opportunities that respond to learners' needs and circumstances requires high levels of skill. Not everybody will be suited to it. Some staff will already have the skills whilst others will need to acquire and develop them. Those with least experience need the opportunity to learn from those with the most. Appointing a 'learning development worker' from within the team to explore and identify opportunities for learning can be a useful way forward. The learning development worker can act as a broker between local people and providers, rather than provide directly.

Staff selection

ACL has a proud tradition of recruiting staff from within the communities it serves and developing learners into tutors. Getting the right people to work in neighbourhood renewal builds on this valuable experience.

Existing staff may have what is needed but it may also involve recruiting new people. Practitioners in regeneration come from diverse backgrounds and this applies to those developing learning in this context. Possible areas include community development, community associations, cultural industries, faith groups, businesses, environment and health promotion, and local residents. Such diversity is an important feature of neighbourhood renewal learning.

The potential benefits of supporting residents to become practitioners include:

- local knowledge and understanding
- credibility and accessibility for the initiative and the learning
- sustainability for the initiative and its consequences

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- community capacity-building
- closer match between the staff profile and the local community.

The potential costs or requirements include:

- support and mentoring
- training and materials
- access to appropriate qualifications and the associated costs of registration
- long-term investment before perceptible outcomes.

The NRU's proposed community-based residents' consultancies have a potential role in supporting 'emerging practitioners'. These are intended to enable residents to sell or share their expertise with others. The effectiveness of the pilot consultancies has been evaluated by the NRU and the DfES.

'Joan' from Salford illustrates this process at work. A local community development worker recruited Joan to a parenting course at the end of which the learners (supported by the worker), set up a parent action group called Parents with Power. Joan became the chair and acquired new knowledge and skills including those needed to produce minutes, and so on. She began by learning informally with the development worker using a laptop computer on loan from the local authority. Having developed a deep interest in IT, she enrolled on an accredited course at the local college, progressed to a tutor-training course and then to work in the community teaching ICT and community skills to local people.

Appropriate recruitment and selection procedures are essential to securing the right staff. Questions to consider include:

Are **job descriptions and person specifications clear** about the essential and desirable qualities, skills, knowledge and values?

Do job advertisements reflect the above and are they **written in accessible language**, including community languages if appropriate?

Are **advertisements placed where they will be read by target groups**, including community venues and publications?

Are **interviews timed to take account of appropriate factors** affecting the pattern of employment (for example if the job is designed to fit within school hours the interview should also do this)?

Are **interviewers conscious of the accessibility of their language**?

Of course, all these elements of effective practice should apply across the service's recruitment practices and not just to ACL or outreach staff.

Staff profile and skills audits are useful planning tools for assessing the needs and potential of existing staff and the service's recruitment requirements. They also reveal the levels at which staff are working and whether these are congruent with staff potential, equal opportunities practices and the local community profile. This helps to sharpen discussion around whether local people are reflected throughout the service or concentrated at particular levels. Close attention to equal opportunities practice is important in principle but, as a key component of the LSC's quality improvement strategy, it will become increasingly important in practice.

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Staff training and development

Staff training and development requires a strategic approach based on regular skills audits and cross-referenced to the service's key objectives and targets. Some LEA staff training programmes may need to be revised to reflect the requirements of staff working within neighbourhood renewal.

The NRU's learning framework (**see Appendix D**) offers three broad sets of important skills for practitioners and professionals working in this context. These are: analytical skills, interpersonal skills, and organisational skills. The proposed analytical skills are the ability to apply techniques to analyse problems, develop opportunities and design solutions. The interpersonal skills are: strategic leadership and vision; managing people; valuing diversity; partnership working; working with the community; and communication. The proposed organisational skills are: project management; finance and budgeting; research, monitoring and evaluation; risk assessment and management; and IT skills.

These are generic and seen as applying across the range of neighbourhood renewal practice. In relation to the development and delivery of ACL in this context it is arguable that important knowledge, understanding and skills will also include:

- knowledge of key issues facing local residents
- knowledge of previous work identifying local learning needs
- knowledge of current provision and providers
- knowledge of accreditation processes
- knowledge of appropriate qualifications
- knowledge of progression possibilities

- understanding of the likely impact of local circumstances on learning – timing, content, location, duration, learner support, attendance
- understanding of equality and diversity issues
- understanding of inclusive practice

- listening, networking and partnership building skills
- creative thinking skills
- project management skills
- conflict management skills
- literacy, numeracy and ESOL skills (particularly embedded)
- curriculum development skills
- teaching and facilitation skills
- assessment skills (including initial, formative and summative assessment and support for learner self-assessment)
- report-writing and record-keeping skills.

Collaborative approaches to staff training and support are a means of combining resources and expertise to greatest effect. ACL staff can contribute to training in other services, for example

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working with library staff offering first-step information and guidance or supporting UK online learners. In two-tier systems work with District Councils on joint training may include finding effective ways of, for example, reaching tenants' and environmental groups. Equally, other services can support ACL staff training. For example, local authority housing officers, tenant participation workers, tenants' representatives and social housing association workers can offer awareness raising sessions on housing, homelessness and regeneration issues.

Joint staff development has the added advantage of consolidating cross-service partnerships and a better understanding of respective working practices, constraints and objectives. Opportunities for practitioners and professional to train alongside local people are also potentially highly beneficial. For example ACL and regeneration staff could work with local social entrepreneurs and other activists on approaches to social enterprise.

These training opportunities can be consolidated by: networks for joint training and information exchange; twinning support arrangements matching experienced individuals or organisations with those who are less experienced; and facilitated access to email groups and websites.

Professional qualifications

Professional qualifications are offered by different awarding bodies based on national occupational standards. There are several standards relevant to ACL staff working in neighbourhood renewal.

- The Further Education National Training Organisation (FENTO) has developed national occupational standards for teaching and learning in FE, subject specifications for literacy and numeracy at levels 3 and 4, and is currently piloting Management Standards.
- The community work standards developed by the Community Work Forum provide a reference point for considering the key areas of learning within community development.
- PAULO, the National Training Organisation for community-based learning and development, is reviewing and revising the national occupational standards for community work and identifying the training and development needs of the sector.
- The Guidance Council, the national body for all organisations concerned with information, advice and guidance, has revised the national standards. These have a generic structure and can be applied to all types of delivery including community-based guidance work.
- The Voluntary Sector National Training Organisation (VSNTO) currently has the brief to ensure the availability of standards, qualifications and training for all workers in the voluntary sector.

The Federation for Community Work Training Groups and its members have developed a carefully graduated structure for training in community work, from tasters to NVQs, diplomas and degrees. These include the values behind community work, the skills of working with community groups, community economic development, engaging those least likely to consider training, and engaging in meaningful partnerships. Their training the trainers programmes are often validated through the Open College Network (OCN) and through City and Guilds, and have been run specifically for black and minority ethnic participants, disabled people and women only. They

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offer assessment of past and present skills, knowledge, awareness and practice (for unpaid as well as paid workers), routes through to employment for experienced activists, and continuing professional development for current staff.

Other opportunities for formally certified appropriate training include the National Open College programme 'Supporting Community Learning' and the OCN-accredited courses developed through the DfES-funded Community Leadership Training Initiative. The latter includes the Northern College programme for neighbourhood animateurs that links to the Community Development and Regeneration Degree offered by Sheffield Hallam University; and the 'Community Leadership' training course developed by Fircroft College.

As is the case in so many areas, however, this situation faces significant changes. The strategy for reforming further education and training, *Success for All* argues for the principle that "all teachers, and trainers should be qualified to teach and train". Whilst seeking to avoid a "heavy-handed" approach to regulation, it proposes targets in relation to FE college teachers. It asserts that "over time we will, with partners, look to extend this approach to ensuring an appropriately qualified workforce to work-based and adult and community learning, taking into account the distinctive needs and characteristics of these sectors" (***Success for All***, DfES, 2002). This is accompanied by discussions around forming a broad Sector Skills Council for the post-16 sector which would be expected to make a major contribution to identifying and tackling the skills priorities facing the sector.

Staff support

Many ACL providers will have staff support structures in place but it is important to remember that people working in renewal areas may have specific needs. Confronting the consequences of poverty, discrimination, prejudice, abuse, violence and ill-health can be tough, emotionally draining and professionally challenging. Outreach work can also be isolating and building high-trust relationships can make it hard for staff to draw personal and professional boundaries.

Elements of support for staff working in community-based, outreach situations include:

- guidelines on working practices, including personal safety
- a shared ethos
- peer support structure
- regular sessions for sharing issues, good practice and positive achievements
- clear boundaries negotiated with learners
- regular support and supervision sessions for workers
- quick responses to problems
- mobile phones for staff
- awareness of colleagues' timetables and commitments.

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Talking points

1. ACL offers particular skills, knowledge, experience and services to local authority neighbourhood renewal initiatives. What are they for your area?
2. Embedded learning is a particularly important aspect of ACL in the context of neighbourhood renewal. Are there examples in your patch?
3. Have you undertaken a skills audit of ACL staff? How does the profile of the team correspond with that of the local community? What is the strategic response to this information?
4. Does your service have a staff development and training strategy which takes account of the particular skills and knowledge requirements of ACL staff working in neighbourhood renewal?
5. What support structures and processes are in place for ACL staff engaged in neighbourhood renewal work?
6. How can your service support the development of training for staff from other services and District Councils in guidance, teaching and learning?

Useful Sources

Publications

Making Changes: a strategic framework for community development learning in England, FCWTG, 2001

Opening doors: an accreditation guide for the voluntary sector, RSA, 1999

Skills Matter: A skills foresight for the voluntary sector across England, Scotland and Wales, VSNTO, 2000

Success for All: Reforming Further Education and Training. Our Vision for the Future, DfES, 2002

White, L., *Neighbourhood Renewal: case studies & conversations*, NIACE, 2002

Websites

www.fento.org

www.paulo.org.uk

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Section E

Processes: developing learning

Aim

This section focuses upon good practice in developing and delivering adult and community learning (ACL) in renewal areas. It includes: making contact with learners, negotiating the curriculum, information advice and guidance, and support for learners. These would all be features of successful community-based adult learning regardless of context but they acquire significance from their relationship with the ethos and priorities of neighbourhood renewal.

Making contact with learners

Policy makers and those responsible for developing and delivering neighbourhood renewal programmes know it is imperative to work within communities in order to understand and realise their aspirations. It is accepted that this will produce more appropriate and sustainable solutions. The requirement to consult is embedded in local government, lifelong learning and neighbourhood renewal policy. The Local Government Act 1999, for example, provides the statutory basis for the Best Value framework which requires local authority to consult with residents. The NRU charges those responsible for neighbourhood renewal programmes to engage with local people in developmental processes and decision-making.

What do learners want?

Student-centred learning is at the heart of good adult education practice. Developing a proper understanding of what people really want and need to learn means finding out: how and where they want to learn; their views on existing learning opportunities; how they can contribute to planning and managing provision, for example, through participation in a local learning centre; and the actions needed to enable and encourage residents to take up learning opportunities.

Background information for this includes:

- any mapping exercises conducted by, for example, the local LSC, Learning Partnerships, the RDA, or voluntary and community organisation (see Section C)
- important social, demographic, cultural and economic factors for the locality, for example, age profile, local employment patterns, mixture of cultures, key health issues, investment in regeneration, voluntary and community infrastructure
- barriers to learning – geographical, institutional, financial, cultural, psychological.

As Section C highlighted, it is important to select outreach workers carefully and to demonstrate a commitment to involving individuals from different groups in order to ensure their understanding and experience are reflected in the process. This might include:

- local authority employees based in the area, for example community development workers, outreach workers, learning champions
- local voluntary and community sector workers
- community or trade union activists
- adult learners who can work from their own experience.

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Partnership working with other local authority services (and District Councils where appropriate), organisations and groups could help reduce 'consultation fatigue' and cement collaborative practice. For example, a combined approach involving local authority housing and work departments, adult education staff, and tenants' groups could produce a learning needs analysis linked to practical issues about living on an estate.

Methods

Section B highlighted a range of approaches for achieving better levels of community engagement in regeneration activity and decision-making. This is at the heart of the Government's learning and development strategy. Learning for residents in the context of neighbourhood renewal is however potentially broader than the knowledge and skills needed to become a 'community leader', 'community expert' or 'emerging practitioner', significant and valuable though these roles are (**see 'Curriculum Development'**).

The methods for drawing out the rich mixture of purposes learners will have in these contexts need to be flexible, responsive, creative and varied. They share the same principles as those outlined in Section B – accessible, empowering for participants, productive, and with impact. Experienced LEA staff with knowledge of their areas will recognise appropriate methods and could undoubtedly add substantially to the following list:

- meetings, focus groups and learners' forums including meetings with targeted groups (for example, with young adults, members of black and minority ethnic groups or residents of a particular estate)
- collaboration with trusted support agencies, intermediary bodies and community groups to organise sessions for people who are currently the least represented in learning opportunities, for example, homeless people, travellers and ex offenders
- contact with people at local venues such as shops, surgeries, playgrounds, libraries and markets
- participation in local events such as local community carnivals, Asian Melas and so on, to publicise learning opportunities
- free promotional activities in the community, for example family learning activities and health and fitness events
- use of local radio and TV to publicise learning activities or to promote learning, particularly featuring interviews with enthusiastic local learners
- postal surveys, leaflets and flyers to reach a large number of people
- promotions during Black History Month, International Women's Day, Adult Learners' Week, Holocaust Day, Chinese New Year, Deaf Awareness Week, Mental Health Day, and so on.

Accessibility can be addressed by considering the following issues in advance:

- **publicity** - it it clear and appropriately distributed?
- **timing** - does it take account of holy days, religious festivals such as Ramadan, Divali, Christmas and Yom Kippur, and domestic and working patterns?
- **venues** - are these safe, accessible and easy to reach?

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- **programmes** - are they varied and participative?
- **support** - is this sufficient to enable people to participate (by arranging, for example, British Sign Language interpreters, community language interpreters, and advocates for people with learning difficulties)?

Responding

It is essential to respond to the results of any consultation even if this is only to explain why a particular action is not possible. Trust of local authorities and other services can be fragile where professionals are viewed as parachuting in, consulting and then either doing nothing or what they wanted to anyway. Failure to act on findings damages credibility and support in the community.

Barriers to learning

Meaningful engagement with the learning needs of people in poorer areas is based on understanding the impact of deprivation and disadvantage on participation. People are excluded for multiple and interconnected reasons including poverty, poor health, poor education, poor housing, disability, and racism. They will not necessarily see learning as part of their lives, as a personal priority, or as a solution to these problems.

Of course, responses vary. Some people confront difficulties by getting involved and working for change, whilst others disconnect entirely from community activity or social networks. The reasons for this are rooted in the complex relationship between material circumstances and attitudinal factors, and it may be the latter which help to explain why people remain disengaged even when help with material problems is offered.

Attitudes

Individual, family or community attitudes towards learning have a profound bearing on access. Educational background will influence attitudes and aspirations and those with negative experiences of compulsory education may refuse to consider engaging with learning again.

Residents of disadvantaged areas are more likely to have fewer qualifications, low levels of confidence, a negative image of themselves as learners and greater reluctance to take up learning. In areas where several generations have left school with few skills or qualifications and face low employment prospects, education is likely to be seen as having little or no benefit. If earlier training schemes failed to lead to employment this will have compounded feelings of disillusionment and failure.

People may be reluctant to participate because of cultural expectations which place a low value on education. Most of us dislike deviating from majority norms and fear losing face with family and friends. For example some women experience opposition from partners and family when seeking learning opportunities and young people may face peer group pressure not to get involved.

Stages towards raising people's expectations and developing their confidence to participate include:

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- employing people from these groups as learning champions or ambassadors to act as role models, encourage others and challenge negative attitudes
- facilitating opportunities for peer groups to share experiences of learning which can reduce negative pressures
- persuading a whole group to try an activity to minimise fears such as loss of face
- capitalising on success by involving groups members in publicising their learning achievements and promoting the benefits to others.

Manchester Adult Education Service worked with two training officers from Manchester City Council and a union hearing respresentative co-ordinator employed by the City Council in the City Works department to develop workplace communication skills courses in a local Direct Labour depot. Not only did the learning representative persuade people to join up, the successful graduates of the first course were transformed into learning advocates in the workplace, their families and the wider community.

Norwich City Council's Economic Development and European Affairs Department developed a 'learning champions' approach aimed at supporting local communities in identifying and articulating their learning needs and integrating activity into the community planning process. The City Council was able to find out what local people wanted by consulting them in a wide range of local places such as shops, pubs, schools, churches and pensioners' groups. Thinking about the time and location of events and providing support for the costs of transport, childcare and elder care all helped participation. The emphasis was on informal learning and fun choosing a 'non-leafleting approach' in favour of word of mouth and use of the media. Resources were maximised by building learning into health, community development, community safety and culture strategies and provision.

Incentives – material or psychological – are also sometimes effective. For example:

- maintenance grants
- free childcare, travel passes, books and other learning materials
- payment for successful completion
- computer loan schemes
- parties and presentation events to celebrate achievement
- free meals or refreshments
- sports clothing or equipment
- free outings and visits
- book tokens
- free entry to leisure centres
- free sporting activities
- guaranteed job interviews
- guaranteed work placements.

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It is important to remember that there will also be people living in areas of high deprivation who are persuaded of the value of learning and who will seek it out. The deterrents for these learners are practical and material rather than attitudinal. Well-planned, coherent and sufficiently resourced actions are needed to address barriers to all kinds of learning.

A museums and learning project for young adults in Birmingham gave free mobile phone cards to participants and contacted them by mobile to remind them about course sessions and other activities.

Bristol Community Education facilitates regular celebrations of learning organised through local lifelong learning networks. Providers encourage and support learners to collect certificates, usually handed out by a local celebrity, with speeches by local councillors, senior local authority or LSC staff, and with local media on hand to record the event. The events usually offer free food and drink and a crèche. Learners are invited to speak about their achievements, and to display their work or give live performances.

Location

Learning located at a distance from where people live creates financial, cultural and logistical problems. Poor public transport will be an issue, particularly for residents of disadvantaged rural areas. The difficulties of taking young children on public transport may be a deterrent whilst other people may be discouraged for cultural reasons.

Providers need to ensure that learning is located where local people want it, taking account of distance, safety, other usage and general convenience. Accessibility has usually been a strong selling point for LEA services but moving into neighbourhood renewal areas may bring specific new challenges in terms of identifying suitable safe and secure accommodation. Minimum standards can be helpful (accommodation quality was an issue emerging from the Adult Learning Inspectorate's (ALI) pilot ACL inspections during 2001/02) but these do not cover all the issues. A draughty portacabin might be preferable to local people if the alternative is a bus trip to an unfamiliar but purpose-built centre. The portacabin could be viewed as an immediate-term response, accompanied by bridging activities arranged with the centre (visits and tasters) to make this ultimately more accessible and useable.

Financial support

The cost of course fees, learning materials, transport, accreditation, childcare and sustenance can be major disincentives to participation. Benefit claimants may also be deterred by the fear of penalties if they take up learning opportunities and it is important that accurate advice on entitlement is available in advance.

ACL providers can work with other agencies to tap funding sources to provide financial support (see Section C) and consultation with potential learners will determine which costs are most critical. The range of support might include: free courses, materials and accreditation; grants; travel costs; free refreshments; and free childcare.

Childcare

Childcare is often essential, particularly for courses targeted at parents of young children. However, not all venues will be suitable for crèches, particularly for registered facilities. Discussions with colleagues in Children's Services will clarify the requirements attached to different types of childcare arrangements including time restrictions, minimum standards and staffing levels.

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There may be opportunities to partner with existing playgroups with spare places, for example those organised by the Pre-school Learning Alliance or other voluntary agencies. This would also offer potential recruitment opportunities. On the other hand, parents may wish to make their own childcare arrangements but still need financial help. Some of these might be continuing established informal arrangements with family or friends not least because registered childminders might be in short supply in the area. Again, it is advisable to clarify the lines of legal responsibility and the implications of these for insurance purposes before confirming payment. It may not be possible to either fund such arrangements directly, or in full, but an indirect contribution to costs might be acceptable.

The Bridge Project in North Durham was designed as a preventative mental health project, addressing the particular needs of women experiencing mental ill-health. They developed door-step learning opportunities with high quality child care and designed the programmes around the requirements of the crèche regulations. This produced short courses, where and when women wanted them, offering incremental steps into learning.

The programme included childcare courses and associated activities such as first aid. Progression routes included crèche assistant and crèche worker training, community youth work and social sciences, all in small steps. Some of the learners became employed by the initiative as crèche assistants working towards higher and vocationally oriented accreditation and qualifications. These women were also able to understand and support other learners with similar experiences to themselves.

Learners with disabilities and learning difficulties

Residents with disabilities and learning difficulties face further exclusion because the support they need in order to participate fully is often not available at community venues due to costs or staff recruitment difficulties. However, it is important in principle to address access issues in order to provide a fully inclusive service and there is now a legal requirement to do so.

The Special Educational Needs and Disability Act (SENDA) brought education under the Disability Discrimination Act of 1995 from September 2002. LEAs who secure adult and community education have a duty under this Act to assess provision to ensure that disabled learners are not discriminated against. This includes work contracted out to other providers, and locations belonging to other people. The Act will eventually apply to all areas that are offered to learners and potential learners including admissions, physical environment, teaching and learning and all other services such as catering and car parking (**see Appendix E**).

Most ACL providers will probably have established good practice in meeting many of the needs of disabled learners but it is important to re-examine this to ensure that the requirements of the Act are met, particularly dispersed community locations. It might be helpful to consider:

- auditing community premises for access
- putting access details in publicity (including where there is limited or no disabled access)
- providing staff training in disability awareness and strategies for supporting adults with disabilities
- providing support for staff working with disabled learners

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- providing support workers such as personal assistants, scribes and sign language interpreters
- providing specialist equipment
- ensuring resources are accessible to all
- ensuring the curriculum content is inclusive
- ensuring that appropriate teaching strategies are used to meet the needs of all learners.

A range of sources and organisations can offer expertise and support in this area (**see 'Useful Sources'**, and **Appendix E**). Partnership arrangements with other local authority services can contribute information, equipment or staff and national organisations can offer advice, and many have local branches. Local groups run by disabled people can provide insights into their needs and the implications of SENDA. For example, the North West Disability Arts Forum is controlled and staffed by disabled and deaf people. They offer an access consultancy service, primarily to arts organisations, to support their work within the Disability Discrimination Act and to identify how best to address the physical, communication and attitudinal access needs of disabled and deaf people.

Language, literacy and numeracy support and provision

Speakers of other languages or learners with literacy and numeracy needs may well not wish to be restricted to explicit ESOL or basic skills provision. Like all learners, they will have diverse learning aspirations and their support needs should not determine the curriculum. They may want targeted provision or they may want support to join the broad range of community-based learning alongside other residents. Appropriate help would include: provision delivered in first languages; interpreter support; specific teaching methods and materials; additional tutor or learning assistant support.

Many learners in community-based settings, particularly those who are more hesitant or sceptical about participating, will have varying degrees of literacy and numeracy needs. These may present themselves as a barrier to learning in any context, for example, as part of learning through voluntary or community activity, a family learning initiative, or a community leadership training programme. Responses need to be flexible and appropriate and sometimes 'embedded' in the provision.

Mainstream ACL staff who are working in these areas will need the skills and knowledge to identify and meet literacy and numeracy support needs across the broad range of contexts and curricula. This may involve referral to adult basic skills support services, bringing in specialist staff to work within the programme, or amending the curriculum to incorporate additional activities. It may also involve appropriate training in identifying and responding to such needs for ACL staff working in community contexts.

A relatively small proportion of adults with literacy or numeracy needs takes up explicit basic skills provision. To attract more people, ACL staff could consider working with local partners to make programmes more interesting, relevant and accessible. For example:

- working with trades unions and local employers to create work-based opportunities

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- working with local schools, nurseries, voluntary organisations and libraries to develop family literacy and numeracy programmes
- linking with youth offending teams to develop embedded skills in, for example, motor bike riding courses for people convicted of motoring offences
- working with local authority sport and fitness staff to incorporate basic skills in coaching courses
- working with library and museum services to develop basic skills as part of reminiscence work with older adults.

A 'Silver Surfers' Basic Skills in the Community project, funded through the Adult and Community Learning Fund (ACLF) offered learners aged over 50 courses in internet skills. The internet was used as a tool to enable learners to develop their basic skills through their interests such as local history, gardening and emailing family and friends.

Some neighbourhood renewal areas include high numbers of refugees, asylum seekers and other people for whom English is not a first language. Some of these residents will be highly educated with overseas professional qualifications but lack fluency in English. This may be compounded by a lack of understanding within the various services about the transferability of their training and expertise. Together, these factors diminish education and employment prospects and the capacity to participate in community life and to access public services. This leaves skilled doctors, nurses, accountants, scientists and so on with few options and heading towards a cycle of rejection and, ultimately, dependency.

Evidence suggests that current ESOL provision is often general and low level. The diverse needs of these learners require a range of opportunities including higher level courses and programmes that enable participants to accredit and adapt their existing skills to the UK working and community environment. A partnership between local authority interpreting staff, the employment service and the ACL service could lead to provision offering higher level and occupationally appropriate language skills for people seeking work. This could include community interpreting and community support and development posts, for example in housing, education and social services.

The Keighley Healthy Living Network project, 'Feeling Good' provided a range of activities that were developed with the intention of engaging local women from minority ethnic groups, particularly from the local Asian community, in learning associated with health. Their ability with the English language ranged from fluency to almost none but this was not seen as a barrier. The activity style of the sessions built confidence in language and there were high levels of peer support. This was seen as a vital component of the programme and some women became learning mentors. All sessions were conducted in English although many of the facilitators were bi-lingual.

The ESOL arose from the activity rather than being seen as a pre-cursor to it. Confidence building was the main goal and was monitored through examining the learners' engagement in the programmes as well as by their progression afterwards. Some women moved on to more ESOL but others took a mentoring role, depending upon their language skills. This meant that the health programme could attract a wide range of women and their abilities could be harnessed in the interests of other learners and programmes, including gardening, creative activities, health and exercise, and parenting.

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With the introduction of national standards and core curricula for adult basic skills and ESOL, these areas are the subject of extensive national training programmes as part of the National Strategy for improving adult literacy and numeracy skills ('Skills for Life'). For example, the Basic Skills and Inclusive Learning (BASIL) National Training Programme began in 2002 to support the *Pre-Entry Curriculum Framework and Access for All: guidance on making the adult literacy and numeracy core curricula accessible*. This initially offered training to 1,500 tutors in each strand. The National ESOL Training and Development Project has also provided training for tutors teaching 6 or more hours per week.

In addition to training, the developing learning infrastructure behind the National Strategy includes curriculum documents, and further work on screening, initial assessment, adapting the use of Progress File for basic skills and ESOL, diagnostic assessment, planning learning and reporting achievement (including recreational as well as vocational contexts), and embedding literacy, numeracy and ESOL (see website in 'Useful Sources' for updates on progress). The London Language and Literacy Unit (LLLU), the Basic Skills Agency (BSA), Learning and Skills Development Agency (LSDA) and NIACE between them offer substantial resources including publications, videos and training materials. The LLLU also has several good practice networks including ESOL, family learning, teacher trainers and dyslexia (**see 'Useful Sources'**).

Peer support

People who are sceptical or hesitant about learning may need support to get to the first session, advice and reassurance as they progress, and assistance to move to the next stages. This can be provided by trained local people from the community who act as learning ambassadors, mentors or facilitators. Their experience of adult learning enables them to understand the issues and to act as role models.

The Bolton case study highlights the need for careful support and training for the 'ambassadors'. This may well include basic skills, communication and record keeping skills, report writing and personal safety issues. Experience suggests that 'ambassadors' benefit from working as a team in terms of support, their mutual learning and sharing of effective practice. ACL staff need to recognise the potential for individual and collective learning and progression in such situations and ensure that volunteers are offered appropriate information, advice and guidance to support their own next steps.

In Bolton, community development workers recruited local people as learning ambassadors. After taking part in an accredited training course they organised recruitment activities in local communities and some went on to support learners in classes such as an IT and basic skills course in a local school.

The London Borough of Croydon Continuing Education and Training Service, in partnership with Fieldway Local Action Group (FLAG) and a range of other local bodies, were funded through the Adult and Community Learning Fund (ACLF) to support a 'learning promoters' project. FLAG, which is based on a large housing estate in New Addington, Croydon, aimed to train twelve learning promoters. Participants were unemployed and all were adult returnees to education. By the end of the first two years they had reached 2008 members of the community.

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The training programme for the promoters, which was developed in partnership with the learners, included personal development, advice and guidance, outreach work and a personal learning account fund. They also received training in communication, presentation skills and time management. Critical success factors included strong partnerships and support from the team of staff and co-promoters. All promoters worked in 2s and 3s; they met regularly and shared experiences. The project manager wrote in her final report:

"The success of this project is that the learning promoters lived in the area and the approach they took with the community by sharing their own experiences of learning. It has also been very important that the learning promoters work well as a team and share each others' experiences with the community to achieve results."

Curriculum development

Learning opportunities negotiated with residents are likely to have more lasting benefit when linked into other initiatives in the area. Developments planned and delivered in partnership with other local authority departments or second tier authorities, agencies, the voluntary and community sector and residents themselves are more complex but ultimately may be more effective.

The curriculum offered to people living in poor communities often aims to improve their lives by rectifying their skills gaps, for example, in the areas of parenting, ICT, numeracy or literacy. Whilst these are clearly crucial, an exclusive focus on them might suggest a deficit model which positions learners as problems to be solved by professional intervention and the development of a range of competencies. This is clearly antithetical to the ethos and ambitions of the neighbourhood renewal agenda. A curriculum that enables and encourages people to develop critical and analytical skills is fundamental to developing education for social justice, social coherence and long-term individual and community regeneration.

It is also important to remember that, as with learners everywhere, people from neighbourhood renewal areas will have diverse motives for learning. They might wish to improve their employment prospects, become more effective activists or campaigners, and support their children's learning. They might also wish to pursue and develop an abiding passion. The assumption that learning in the context of neighbourhood renewal should always be instrumental, a stepping-stone to worthy collective and individual goals, is both simplistic and reductive. Potential singers, actors, painters, sculptors, dancers, local historians, writers and etymologists live in all areas and residents of the poorest communities are entitled to pursue learning for the sheer joy of it. This should not be the privilege of the already well-served.

Who decides?

The ethos of ACL emphasises the centrality of learners, including within curriculum development. However, practice in this area varies. The ALI pilot inspections of ACL highlighted insufficient attention to individual learners' needs as an area of concern. Of course, curriculum development is not the exclusive preserve of learners. Tutors bring experience and knowledge to this process (an essential component of quality assurance) and new learners may well feel ill-equipped to shape their learning, at lease inititally. However, clearly defined spaces to modify and renegotiate the curriculum as learners develop their interests and refocus their aims are desirable, (**see Section F**).

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External quality requirement also influence curriculum development. Learner-centred approaches are entirely compatible with the Common Inspection Framework (CIF) which focuses on learner needs and achievement. They are also congruent with the aspects of LSC performance review that address learner experience, performance and satisfaction.

The NRU's learning framework proposes a range of knowledge, skills and behaviours to enable residents, practitioners, professionals and policy makers to contribute fully to neighbourhood renewal (**see Section D** for practitioners and professionals). For local people, or residents, the proposed curriculum focuses on:

knowledge — shaping the knowledge base through sharing their experience of neighbourhood renewal; contributing local knowledge through analysing the local situation and then developing and implementing appropriate action plans; learning from wider sources of knowledge by ensuring that residents, partnerships and partners draw on wider knowledge and good practice

skills — the skills needed to achieve the following roles: community leader (strategic skills to establish vision and priorities, performance management, probity and steward ship, listening, negotiating and consensus building, conflict resolution and man agement, communication and working with partners); community expert (skills to act as advocates, to share their experience and to articulate their hopes, fears and aspirations); emerging practitioner (similar skills to those identified for practitioners and professionals).

behaviours — entrepreneurial and problem-solving (adopting innovative approaches to social problems, challenging traditional methods, bring ideas, resource and people together to instigate change, spotting opportunities, risk taking, tolerating failure, responding to a problem with a clear outcome, a 'can do' philosopy); reflective behaviours (evaluating effectiveness, reviewing relationship between inputs and processes and outputs and outcomes, explore reasons for sucess, and investigate and learn from failure. These are seen as applying to everyone, including residents.

An incremental process

Moving back into learning, particularly for more hesitant or sceptical learners, can be an incremental process, beginning with an acknowledgment of previous learning. This might have been gained through explicit educational activity or perhaps through 'embedded' or 'hidden' learning. Involvement in community activities supports the development of many skills including management, organisational and interpersonal skills. High levels of knowledge may be gained this way, for example, in relation to legislation, and local government politics and structures. Someone running a children's sports team could acquire skills in planning and organising activities, teaching, financial and group management, and communication, and knowledge of both child development and child protection legislation.

However, although a significant amount of embedded learning may occur through community involvement it is often not identified or recorded as such. This is partly because people are not thinking in these terms. For example 'I help out at the drop-in centre' does not translate easily into 'I am learning listening, advising, teaching, planning, chairing and conflict resolution skills'. It is also dependent upon the skills of ACL staff in helping people to transfer this experience into

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other arenas. In other words, to work with local people on converting activity into learning, to interpret a community achievement as a range of learning outcomes.

Of course, some people may not want to be involved in this process. They may be involved in a tenants' group because they want to improve safety on the estate and may resent being asked to view and record this as learning. Others gain self-esteem and confidence through their involvement and this propels them into activities without any other intervention. However, many activists and volunteers appreciate support in consolidating and validating their skills and knowledge and transferring them into other contexts.

A first step might be an approach from a community development, outreach or guidance worker to begin identifying skills and thinking about next steps. These might include:

- involvement in regeneration activities, for example, a volunteer at a local advice centre might move into employment as an education outreach worker, or as a community representative in local consultation or management committees
- involvement in other community activities, for example becoming a school governor
- involvement in local political parties, for example standing for elected office
- employment, for example the volunteer secretary of a community group might gain a paid administration post in the local adult learning centre
- progression to formal or higher level learning opportunities, for example people who volunteer at their children's school could move into accredited classroom assistant training which then gives them access to paid employment.

First-rung opportunities provide an accessible, initial experience for adults returning to learn. They are designed to demonstrate how learning can be relevant and enjoyable as well as to build skills, confidence and self-belief. As can be seen in the Spitalfelds example, these opportunities are usually non-formal and non-accredited, with a diverse curriculum including family and local history, health and fitness, helping in schools, sports, personal, social and community development skills, arts and crafts, basic skills, IT and employability skills.

Second stage opportunities may also need to be provided in local community settings. Many people wish to join more sustained, formal, accredited or qualification-based programmes but may not be ready to move from local settings into institutional contexts. Others may not be able to travel because of financial, logistical or cultural barriers (see 'Barriers to Learning'). This provision could include progression opportunities from first rung courses, vocational options and opportunities to develop the skills needed for community involvement and employment.

A course in Spitalfields engaged Bangladeshi women by using their interest in growing herbs as an entry point for a course that combined horticulture with English language development.

ACL staff can help to bridge between community settings and other providers by, for example, arranging visits from local FE staff and organising group outings to spend a day at the local college. Barriers can sometimes be based on out-of-date information and received perceptions that first hand experience can alleviate.

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Laughton Common is a housing development between the former collieries of Thurcroft and Dinnington in South Yorkshire. After the pits shut down in the 1980s, the housing stock deteriorated considerably. One of the homes was converted into a Community House and a group of eight women started meeting there to learn crafts and basic skills. Some had small children who were looked after in a crèche nearby.

This development was achieved through the agency of GROW (Giving Real Opportunities to Women), a voluntary organisation that had been working with women from Laughton Common for over three years. GROW gradually introduced learning as a possibility, overcoming considerable reluctance and practical barriers. In other words, GROW formed the bridge that enabled the educational work to be successful

The women became angry and confused about the housing situation after they were told they would have to move while their homes were demolished and rebuilt. They decided to make a concerted attempt to get their voices heard among the planners and decision-makers. Their basic skills tutor helped them to frame their questions and to find the answers. She gave them the confidence to use their own language and idiom in recording the community's past and in planning the future. This resurgence of confidence whetted their appetite for more learning and having looked at the local college prospectus, two women decided to enrol on a motor vehicle course the following September. The tutor and the outreach worker from the local college explained what they would have to do.

The Laughton Common case study highlights the value of three sectors working in partnership to provide accessible and flexible progression routes from non-formal to more formal learning. In this case the partners were Rotherham Metropolitan Borough Council, Rother Valley College and the community-based organisation GROW.

Information technology

Surveys of adult participation offer clear evidence that the 'learning divide' between those who benefit from and engage in learning and those who do not is also reflected in the use of ICT. People with access to the internet are twice as likely to be engaged in learning. Government funding for the expansion of ICT learning centres and the provision of computers with internet access in all public libraries will go some way towards making this technology more accessible. However further support is needed to overcome the customary barriers faced by those who find access to learning difficult.

It is increasingly accepted that for ICT to be effective as a mode of learning in the context of widening participation, the familiar tenets of good practice still apply. This includes face-to-face support from tutors or facilitators and peers, flexible and varied delivery styles, and support with literacy and numeracy. It is important for ACL to offer an imaginative and relevant curriculum in this context reflecting local needs and the cultural context. Off the shelf courses, using generic learning materials, are less likely to engage learners. The curriculum needs to support learners to develop the confidence, conceptual skills and understanding necessary to benefit from online learning.

Work-related curriculum

Residents in poor areas, including refugees and asylum seekers, will already possess high levels of skills and knowledge which could transfer into the employment market. ACL could include

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programmes that help people to identify, audit and accredit those skills. Other people will seek to develop or enhance their skills for employability, including specific vocational skills, job seeking skills, and those competencies identified by employers as particularly needed, for example in the areas of management and communication. It is clear that the hope of improving employment prospects is a great motivator for many residents.

Working partnerships between local authority staff, the Small Business Service, economic development agencies and banks could develop well-constructed packages that support local people into self-employment. This could also include social enterprises and co-operatives. Support needs will include training in financial literacy, accounting, record keeping and personnel issues.

In Bristol, Community Education has supported a range of community businesses to become NVQ training providers, drawing on LSC funds to pay for the training provision and learner support. For example, a community café manager has undertaken Assessor Training, and is now training 15-20 people in a wide range of accredited catering programmes, from pre-entry to level 2. Trainees are gaining on-the-job training and many have gone on to employment in their local community.

Progress and progression

Progress in learning is different to progression. All learners should progress – it is at the heart of successful learning – but not all learners will move on to an identifiable next step. That movement, or progression, is often perceived as a linear pathway taking learners upwards through higher levels of learning. However, many people take a more erratic route, following their interests to move between subjects and levels at varying speeds and sometimes confirming their learning by staying where they are – horizontal rather than vertical progression.

Taking a next step, whether into further learning, activism, or employment, is a desirable but difficult objective for some learners. Imaginative ways of illustrating and presenting possibilities of progression will support that move. For example: curriculum content and teaching and learning methods that develop confidence and self esteem; inviting local learners to talk about their 'learning journeys'; arranging mentors to provide support for learners making the transition from 'first rung' learning; and providing tasters for new opportunities, e.g. higher level courses.

Information, Advice and Guidance (IAG)

Insufficient information about possible options is a major barrier to progression and was an emerging issue from the ALI pilot inspections. Accessible, high quality community-based IAG delivered by trained advisors is a critical element of effective ACL in this context. Advice and Guidance Partnerships have considerable expertise and collaborative initiatives are likely to be most effective.

All staff or volunteers offering IAG should be trained. Inappropriate approaches or incorrect advice will further disadvantage people and might do irreparable damage to the reputation of adult education in the community. Advisors could include:

- learning mentors and champions from local communities who have the trust of local people and, with appropriate support and training, can deliver effective first stage IAG

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- local professionals including housing workers, health visitors, librarians, teachers and religious leaders who can offer first stage guidance or refer people to IAG services
- ACL tutors who have the confidence of their students – they may not have knowledge of all appropriate options and should be supported by other advisors
- qualified IAG advisors who understand local adult guidance issues and who can offer more specialist guidance – they may need particular knowledge relating to opportunities for specific groups such as asylum seekers and refugees, redundant miners or unemployed people in rural areas.

Effective strategies for delivering IAG include:

- offering sessions in familiar and accessible venues such as learning centres, pubs, cafés, libraries, primary schools, doctors' surgeries, day centres, and youth clubs
- links with on-site workers such as librarians and youth workers who can refer people, supported by training and awareness raising sessions to help them understand barriers and to develop appropriate approaches to referrals
- sessions at times that enable a broader range of people to attend them, including evenings
- creative IAG events, for example, advice and guidance road shows
- IAG integrated into the curriculum
- supported referral routes for those seeking more in depth advice and guidance.

The Now! Network in Lancashire won the Learning North West Success Award 2001 in the 'Reaching Out to New Learners' category. The Network provides free IAG offered in 54 venues across Lancashire. Members include black and minority ethnic organisations and disabled people's groups. All centres provide individual initial information, advice and referral services, some offer in-depth guidance and some build advice and guidance into group work on courses at community-based learning centres. Strategies to reach people to provide sign posting and initial information include street theatre, pop songs with adapted lyrics, a free phone line, a local radio campaign, and bus that were used to target rural areas in particular.

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Talking points

1. Does the evidence base for your planning of ACL provision include neighbourhood-level detail? What are the sources for your knowledge of the learning needs and aspirations of local people? Can you differentiate between the learning needs of different parts of the community?
2. Amongst your current approaches to outreach and curriculum development, which involve learners most effectively, and why?
3. Do you understand the barriers to participation for the diverse groups within the local population? What are your sources? How does this understanding inform your planning processes, including staff development and training?
4. Which new or existing partners should you cultivate to develop more accessible 'first rung' and 'second stage' provision?
5. How effective are the progression routes between your ACL provision and programmes and learning opportunities offered by other providers?
6. What sources of IAG are available to learners across your ACL programmes (including those offered by other services)? Are these effective in responding to the diverse needs of learners? Are there other partners you should work with to devise more accessible strategies?

Useful Sources

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Section F

Processes: targets, outcomes and evaluation

Aims

This section examines some of the key elements of ensuring that adult and community learning in the context of neighbourhood renewal is fit for purpose and of a high quality. It addresses target setting and outcomes, quality frameworks, and evaluation.

Target setting and neighbourhood renewal

Setting targets is normal practice in most public services. The benefits include clarity about objectives and standards, and transparency with users and funders. Having clear targets focuses effort and resource allocation and sharpens decision-making. Targets are useful tools for monitoring and evaluating performance. Under or over shooting might imply the need to adjust either the targets or practice, or both.

The main disadvantage is that they can inhibit unanticipated or tangential activities that might be beneficial to learners. It is important to remember that targets are a guide and are intended to improve performance, not distort it.

Individual services or teams within services might set targets around recruitment, retention and achievement as a way of tackling their performance within a year, or year-on-year. These will be influenced by the service's response to local learning needs and the ways in which current provision meets or fails to meet them. However ACL in the context of neighbourhood renewal exists in a world framed by targets – national and regional, as well as local.

PSA targets

Target setting is a key element of the National Strategy for Neighbourhood Renewal (NSNR) and those responsible for strategic thinking and action in ACL will need to consider how providers can contribute to achieving them. The process of target setting at local level is intended to reflect the national picture where every government department proposing to impact upon deprived neighbourhoods has established targets as a focus for its efforts.

These are part of a Public Service Agreement (PSA) whereby government departments commit to certain targets in return for resources from the Treasury. A similar process is replicated closer to the ground where local authorities and LSPs can adjust their targets in accordance with government departmental targets in return for enhanced resources. In this way government funding is used as a lever to join up policies and programmes at national and local levels.

The Action Plan for the NSNR summarises the key PSA targets for deprived areas. Those led by local authorities include reducing to zero the number of LEAs where insufficient pupils achieve the expected standards of literacy and numeracy; targets to narrow the health gap in childhood and throughout life between socio-economic groups and between the most deprived areas and the rest of the country; targets to reduce the number of households living in non-decent social housing; targets to improve air quality in the most deprived areas; and to increase the recycling and composting of household waste. Partners in achieving these include Health authorities, Primary Care Trusts and Primary Care Groups, and Registered Social Landlords. All of these might be susceptible to approaches from ALC staff to develop appropriate learning programmes, for example, in family learning, environmental issues, health care, and mapping residents' views on housing regeneration plans.

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LSP targets

At local level LSPs are expected to set targets for how things should change over time in the most disadvantaged neighbourhoods, particularly with regard to reducing crime and unemployment and improving skills, health, housing and the physical environment. This is a means for local areas to take ownership of national targets.

Managers of local authority services need to see how their targets connect and ACL should be part of this process. For example, a leisure or community services department may have a target to increase the use of its amenities by adults with learning difficulties and disabilities. There may be opportunities to link this with the ACL service's target to increase participation amongst these adults in its non-accredited learning. The local Sure Start programme may have targets for encouraging lone parents back to work. A course that builds their confidence and familiarises them with the uses of new technology in the work place may help to achieve both that objective and the ACL target to widen participation.

There are two principles at work here. The first is to ensure that when targets are set by service managers not directly responsible for ACL, the potential for adult learning is identified and developed. The second requires managers of ACL to set their targets with an awareness of how they can contribute to those set by colleagues in other services.

Floor targets

Floor targets are central to the NRU's approach to tackling deprivation. This innovative approach means that all relevant government departments (Home Office, Health, Education and Skills, Work and Pensions) will be judged for the first time on the areas where they are doing least well, and not on the national average.

The floor targets are intended to:

- eliminate substandard housing by 2010 and reduce it by a third by 2004
- ensure no area has burglary rates three times higher than the national average by 2005
- ensure at least 25% of pupils in every school and 38% in every local authority area achieve five or more GCSEs at grades A to C
- starting with health authorities, by 2010, to reduce by at least 10% the gap between the quintile of areas with the lowest life expectancy at birth and the population as a whole
- reduce, by at least 60% by 2010, the conception rate among under 18s in the worst 20% of wards and thereby reduce the level of inequality between these areas and the average by at least 26% by 2010
- raise employment in the 30 local districts with the worst labour market problems and narrow the gap between these and the overall rate.

These provide part of the framework within which the local services in the 88 identified local authorities will plan the development of their work. In turn, this will influence their interpretation of the skills and knowledge needed to achieve their objectives.

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Learning and Skills Council

ACL managers will be aware that the Learning and Skills Council's planning processes at local and national level are also framed by targets in relation to basic skills, retention and achievement, adult participation and employer participation. These include increasing the number of 19 year olds with a level 2 qualification; increasing the proportion of young people starting a Modern Apprenticeship; improving basic skills for adults; and reducing the proportion of adults who lack a level 2 qualifications. *Success for All* (November 2002) set out the joint plans of the DfES and the LSC to build a more effective learning and skills sector. It identified key floor and improvement targets in a range of areas, and the milestones in the implementation plan. There is an intention to introduce higher funding rates linked to performance in the FE sector, and for the LSC to introduce floor targets for providers, based on success rates. The ways in which this will all influence resource allocation sub-regionally are complex – LSC planning is an iterative process involving many contributors – but it is important to recognise that these imperatives will have a bearing on the LSC's decisions.

ACL response

The ACL contribution to neighbourhood renewal will involve considering targets and identifying the ways in which their achievement will be assisted by the provision of adult learning. For example, one target might be to increase community capacity by 20% over three years. It would be important to discuss and agree what community capacity meant in this context and how an increase of 20% might be measured. Once the target was broken down into specific areas, ACL providers could plan a contribution through programme development, outreach and marketing to help people obtain the requisite skills, knowledge and confidence.

To illustrate this point, a visit to the website of the London Borough of Camden shows that the local authority has committed itself to a community strategy intended to revive deprived neighbourhoods. This has an action plan with 27 targets including one that concentrates on neighbourhood renewal. This is the first of 96 targets the Council has established overall, each focused on separate though inter-related social policy areas such as neighbourhood renewal, community safety, health, education, economic development and the environment. Some of these have no apparent connection with ACL but there are ways in which it could contribute to their achievement. Set out below are four such targets, each with three suggestions for ways in which ACL managers and providers could make a difference by working with other departments.

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Table 2: a place with stronger communities

Target	Lead	Others Involved	Action Needed	Resources Required	How Progress will be Monitored	How Success will be Demonstrated
# 7 Around 4,500 older people in Camden are cut off from others. We will visit them at least once a year, especially the 2,500 over 75s, to check that they are getting the right services and support	Director of Social Services (Head of Vulnerable Older Peoples Project)	Primary Care Groups Voluntary Sector C&I Community Health Services NHS Trusts	Primary Care Group Partnership for Older People Project to be set up. The Project aims will be to: reduce isolation amongst older people Enable mainstream services to more effectively focus their delivery to older people Foster and support self-help for older people that promotes quality of life amongst the individuals and local communities	Staff time	Numbers of old people aged over 75 contacted per annum Number of instances of social contact Number of sustained social contact	Evidence of annual contact with people over 75 seen as most isolated and vulnerable Reduction in levels of isolation amongst older people Increase in take up of services/benefits for older people

Ideas for ACL contribution

- classes for older people to keep their minds active and provide opportunities for social interaction
- reminiscence programme in their own homes to provide material for local history projects
- inter-generational activities between the elderly and younger members of the community

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Table 3: a place with stronger communities

Target	Lead	Others Involved	Action Needed	Resources Required	How Progress will be Monitored	How Success will be Demonstrated
# 29 Cut adult re-offending by 5% by 2004	Community Safety Partnership		Develop schemes that encourage offenders into education and work Offer treatment and services to those who offend to support drink and/or drug addiction Research to identify who is at risk of offending and introduce early intervention work		Crime figures for adult re-offending	5% cut in adult re-offending by 2004

Ideas for ACL contribution

- work with prison education service to raise prisoners' awareness of lifelong learning opportunities when they return to the community
- mentoring programmes for prisoners on release to encourage them back into learning
- target prisoners learning literacy and numeracy skills in prison with similar provision on release

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Table 4: a healthier place

Target	Lead	Others Involved	Action Needed	Resources Required	How Progress will be Monitored	How Success will be Demonstrated
# 45 By 2004 set up exercise classes across the borough to help people with heart problems to get fit after leaving hospital	Director of Leisure and Community services (Lead Officer – Head of Camden Sports Development Team)	Cardiac Rehab Reference Group	Local hospitals and GP practices will be able to refer patients with coronary heart disease to appropriate physical activity classes in the community Ensure sufficient qualified people to run the classes Research into why people don't attend cardiac rehabilitation and the specific needs of the South Asian community are being assessed and will inform future good practice	A community cardiac rehab co-ordinator has been appointed to develop the scheme Project currently funded by Leisure and Community Services and the HAZ HimP Money from the HAZ ends in 2003. Future mainstreamin g of service will need to be investigated	The number of programmes running and the number of people attending the classes will be monitored Evaluation of post programme lifestyle changes and accessibility of the programme by all sections of the community Success can also be measured in terms of user satisfaction	A full programme of exercise classes and training set up by 2003 Reduction in the number of people having subsequent cardiac problems and to promote their return to a full and normal life

Ideas for ACL contributions

- organise awareness raising sessions on coping with stress at home, work and in the community alongside exercise classes targeted at people with heart problems run by sports development team
- promote bite-size courses on healthy eating and healthy living in health clinics and community-based learning sites
- train local people to work alongside GPs in supporting patients with coronary problems to adopt more healthy lifestyles

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Table 5: an attractive and environmentally friendly place

Target	Lead	Others Involved	Action Needed	Resources Required	How Progress will be Monitored	How Success will be Demonstrated
# 77 The Council will work with artists, local communities and businesses to use public art to enliven our streets and public spaces. We will develop a programme of activities in Kings Cross during its redevelop-ment	Director of Leisure and Community Services	Director of Environment Kings Cross Partnership Artists and arts organisations	Development of a programme of public art around the Borough and of wider arts activity in the Kings Cross area	Kings Cross Partnership funding Private sponsorship	Number of projects and initiatives delivered	Number of projects and initiatives delivered

Ideas for ACL contribution

- organise a competition among students in adult education art classes for designing an original piece of public art
- run an adult education programme on murals, sculpture and other forms of public art
- arrange a week end of events in local parks, libraries and museums to raise awareness about public art

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Quality improvement - setting learning outcomes

ACL in the context of neighbourhood renewal will involve the development and delivery of substantial amounts of informal and non-accredited learning. Finding appropriate methods for identifying achievement from this learning is fundamental to ensuring its quality and appropriateness, and to meeting the requirements of external inspection and the LSC's Quality Improvement Strategy.

As ACL managers will be aware, these services are now subject to inspection by the Adult Learning Inspectorate (ALI) and must provide evidence of how the range of their provision meets the requirements of the Common Inspection Framework (CIF). It is worth noting that the findings of the ACL pilot inspections (2001-02) highlighted as emerging issues: insufficient recording and checking of learners' progress; inadequate initial assessment especially for open access provision; and insufficient attention to individual learners' needs.

LEA ACL providers will be aware of current debates about recording achievement in more informal and non-accredited learning, and the relevance of these in the context of neighbourhood renewal. The LSC is currently developing an approach to recognising and recording achievement in non-accredited learning which would apply nationally and in a range of learning contexts, including community capacity-building and neighbourhood renewal. Key elements are likely to include the setting of learning outcomes, and learner and tutor assessment of achievement against those and unanticipated outcomes. A growing number of LEAs have experience of developing and managing such systems.

Approaches vary between authorities and other providers but there is an emerging consensus over the key benefits and elements of good practice. In relation to learning for neighbourhood renewal these would include:

Benefits

- rigour, clarity and depth to the design of learning
- learners enabled to have a more informed and equal discussion with professionals about their learning – to express what they want and why
- a means of identifying the learning embedded in 'non-learning' community activities
- better learner self-assessment and the development of learners' skills as self-aware life-long learners
- a means of identifying, recording and valuing achievement in non-qualification based, non-accredited learning
- providers able to produce evidence of the match between learning provision and learners' needs (see below - 'Common Inspection Framework').

Risks

- focus on planned outcomes which fails to draw out unplanned or unstated benefits
- emphasis on individual achievement to the detriment of understanding and recording collective gains
- formalising and potentially distorting more informal learning

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- this approach is seen as the sole means of identifying achievement to the exclusion of other forms of evidence, particularly of the wider, more gradually revealed benefits of learning.

These potential risks can be addressed, at least in part, through sensitivity to context and learner purposes, attention to collective and unplanned outcomes, and a realistic sense of the limitations as well as value of learning outcomes systems. Fundamental to all of these are appropriate staff training and development reflecting what is known already about effective practice.

Effective practice

A number of common elements of effective practice emerge from previous work in this area:

- a clear aim for the activity which breaks down into a series of learning outcomes – the aim does not have to be explicitly learning based and could include the achievement of a community-led goal such as establishing a tenants' group
- identification between teacher and individual learners of 'starting points' and previous experience (initital assessment) - this can also be done as a collective activity
- agreement between learners and teacher over the learning outcomes – this can be with individual or groups of learners and should include scope for recognising unplanned or unanticipated gains and achievements
- interim (formative) review of achievement of planned and unplanned outcomes with individual or groups of learners – this potentially feeds into adjustments to the planned learning
- final (summative) review of achievement of the planned and unplanned outcomes with individual or groups of learners
- acknowledgement or celebration of achievement and appropriate IAG

Any system needs to remain flexible and learner-centred, particularly in the context of neighbourhood renewal. This means that:

- formative and summative review should involve learners as well as tutors and that the language used should be accessible and relevant
- there should be scope for peer assessment – research tells us that the views of other learners are part of an 'assessment triangle' (including self-assessment and tutor feedback) that is understood and favoured by learners

A group of women on an estate in Nottingham had been meeting regularly using a NCH family centre and crèche facility. Their main purpose was to socialise and have some free time away from the kids. The NCH development worker was aware that the group's conversations were raising issues about racism, domestic violence and the quality of life on the estate and that the women were starting to talk about doing something more

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- evidence from learning outcomes-based assessment is used in conjunction with other sources, e.g. learners' diaries, artefacts, photographs, meeting notes, videos, displays and portfolios, to give a more complete picture of achievement.

Contact with an education outreach worker led to a meeting with the women during which they agreed some aims and objectives for learning. The aim remained 'to keep in touch' with other women but they added a desire to 'make a difference' to some of the issues affecting their lives. Through careful negotiation these were broken down into a series of learning objectives, which were noted down, and a copy given to all the women involved.

The objectives included having a better understanding of what other women on the estate needed; being able to record their views; drawing these together into a plan of action; and identifying what they needed to learn to take the next steps. These were revisited and revised over subsequent weeks. At the end of the 'course' the women sat down over coffee and agreed individually and collectively with the tutor about whether these had been achieved and what else they had gained. They used this to plan their next programme.

Quality improvement - self-assessment

ACL managers will be well aware that annual self-assessment is a key part of the LSC's Quality Improvement Strategy along with development planning and target setting. LEAs and other providers have to produce a Self-assessment Report (SAR) based on the requirements of the CIF and some additional LSC quality requirements.

The demands of self-assessment can become problematic for local authorities that secure ACL through contracts and service level agreements - it is worth noting that managing dispersed and/or contracted out provision was an emerging issue from the ALI pilot inspections of ACL. In the context of neighbourhood renewal, authorities will probably find themselves working with increasing numbers of smaller voluntary and community organisations that are less experienced in the requirements of self-assessment and development planning and have less capacity to allocate to these areas. Additionally they may not see adult learning as their primary activity.

Specific advice and guidance on practice and issues in this key area, including LEAs contracting with smaller providers, is offered by *Fit for Purpose: self-assessment for smaller providers* (see 'Useful Sources'). This outlines clearly how the main requirements relating to self-assessment can be interpreted for smaller ACL providers or those LEAs working in partnership with them.

There is no preferred way of meeting these requirements; one size will not fit all. It is important for providers to use a method that suits them and for the process to be 'owned' by the organisation, including any contracted bodies. Those working for and benefiting from the work should feel confident in the procedures. This is particularly important in relation to the capacity-building potential of the process which is a key aspect of local authorities' role in delivering neighbourhood renewal.

The LSDA/NIACE co-ordinated Adult and Community Learning Quality Support Programme is a source of information and advice on self-assessment and other key aspects of the quality assur-

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ance agenda. This three-year programme, funded by the DfES, is designed to support ACL providers to meet quality requirements of inspection and funding agencies and improve their provision. It includes a website, quality improvement networks, staff development workshops and consultancy, development projects and case studies. Two of its publications address the requirements of self-assessment (**see 'Useful Sources'**).

Common Inspection Framework (CIF)

All providers funded through the LSC will be inspected according to the CIF at least once every four years. LEA and voluntary sector adult education are being inspected by ALI. Its guidance on interpreting the CIF for adult and community learning (available at www.ali.gov.uk) has been revised in the light of the ACL pilot inspection findings.

The CIF is built around seven key questions with additional evaluation criteria for each one. These are detailed in the published *Common Inspection Framework* (**see 'Useful Sources'**). The inspectorate reports against fourteen 'areas of learning' designed to include all curriculum and occupational areas. ALI has produced a list of courses, from massage to marketing, and the areas where they are located (see www.ali.gov.uk for full listing).

Feedback from the pilot inspections has been useful in alerting ACL providers to the implications of inspection for their work. The ACL reports that appear after formal inspections (started second half of 2002) will further develop that understanding. Guidance on interpreting the CIF from various perspectives relevant to ACL in the context of neighbourhood renewal is already available – in addition to the ALI documentation. The Basic Skills Strategy Unit has produced guidance on interpreting the CIF for Basic Education, and the quality support programme publication on *Equality and Diversity* identifies the equal opportunities criteria listed under the seven key questions and the likely range of evidence. *Involving Tutors and Support Staff in the Adult and Community Learning Quality Agenda* (2002) maps the involvement of all ACL staff including administrators, receptionists, support workers and crèche staff, against the CIF questions as part of a 'total quality management' (TQM) approach (**see 'Useful Sources'**).

Adult and community learning practice

Whilst the CIF is the framework within which LSC funded provision will be assessed, we can also learn from standards based on a coherent body of community-based practice. The Adult and Community Learning Fund (ACLF) was set up in 1998 to support short and medium-term ACL initiatives with an emphasis on developing innovative practice that would widen participation and bridge into other learning opportunities.

The criteria specified the involvement of voluntary and community organisations in partnership arrangements and many of the projects were collaborations between local authorities, voluntary and community bodies, and public agencies such as health or probation services. Projects were frequently located in areas of high deprivation, both urban and rural. Many explored ways of

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working which were new to them; others built on experience but applied it to new learners who were hard to reach. These are precisely the kinds of arrangements that will apply to ACL in the context of neighbourhood renewal. The following critical success factors are drawn from the experiences of ACLF projects.

Effective provision is:

developed responsively to learners' circumstances, interests, needs and wishes as well as to the wider social and economic context

actively engaged in promoting **equality of opportunity** for all

based upon **outreach** activities which include: working closely with agencies that understand and can attract local and targeted learners; providing information, advice and guidance on learning matters to local people; attractive and informative publicity; clear information materials that are easy to obtain

located in **community-based**, accessible venues where learners feel comfortable

concerned with recognising the value **of 'softer' outcomes** such as confidence and self-esteem

accessible through support with: fees; childcare; personal needs (physical difficulties and disabilities); learning needs (language, literacy and numeracy); and travel

taught by appropriately **skilled and experienced tutors** who have: local recognition and credibility and access to training and development

supported and planned by **active partners** such as: voluntary organisations; advice and guidance services; other adult learning or basic skills providers

composed of a **relevant and interesting curriculum** that: is discussed and negotiated with learners; is at an appropriate level and pace; is reviewed and amended regularly with learners; includes access to ICT; uses appropriate, adult materials; provides for negotiated and achievable goals for each individual; allows for different learning styles; and offers opportunities to have learning and achievements accredited

committed to **recognising and valuing what people achieve** both as individuals and groups including through accredited and non-accredited learning

built upon **information, advice and guidance** which is available on entry, on programme and on exit

evaluated from the outset and includes learners, providers, partners, and the wider community in the process.

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Other quality frameworks

Providers of ACL will probably have quality assurance arrangements in place. It is usual for organisations to describe their systems as a condition of receiving finance. In addition, other providers in receipt of ACL contracts will probably have, or be working towards, appropriate frameworks.

Recent research by NIACE/LSDA with 44 ACL providers offered a picture of their knowledge and use of quality frameworks. Those mentioned by respondents were:

Quality Framework	Know about it	Using it or planning to use it for ACL provision
EFQM Excellence Model	17	4
Investors in People	42	37
Charter Mark	31	11
ISO 9000	23	0
PQASSO	16	4

The first four are commonly employed by large public sector organisations and it is likely that local authorities use one or more of them. However, the increasing number of voluntary and community organisations likely to be engaged in neighbourhood renewal learning may well expose authorities to other quality systems that are less familiar, notably PQASSO or, in the case of smaller bodies, Quality First (not mentioned in this list).

EFQM Excellence Model – is used widely as a framework for continuous improvement by private and public sector bodies across the whole spectrum of their activities. It links the 'enablers' in an organisation and the 'results' the organisation achieves.

Investors in people – is a national standard for good practice in improving an organisation's performance through its people. It offers a framework for workforce development in any organisation regardless of size or sector. Individual local authority departments can pilot the standard or go for the award in their own right.

Charter Mark – is an integral part of the government's agenda to modernise public services and is an award scheme for excellence in public service. It is also a tool for quality improvement with a strong focus on customer service and service delivery.

ISO 9000 – is the established global standard for quality management systems that support organisation and customer relationships. It is based on the Plan-Do-Check-Act quality improvement cycle and helps to define and document an organisation's processes and procedures.

PQASSO – is in part a response to the need for a system more 'fit for purpose' for voluntary and community organisations. The approach is based on the simple principles of: say what you do; do what you say; monitor progress; improve. It focuses on sixteen 'quality areas' for improvement, including 'User Centred Service' and 'Training and Development'.

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Quality First – is a quality system developed by Birmingham Voluntary Service Council. It is designed to support and value the work of organisations that choose to stay completely voluntary but which are aiming for high quality service delivery. It provides the first step in developing a quality assurance system but can also form the basis for PQASSO, IiP and ISO 9000.

Local authorities will also be working with other frameworks, notably Best Value and Racial Equality Means Quality (REMQ).

Best Value – is a framework specific to local government that will be familiar to all local authorities. It is designed to secure continuous quality improvement by reviewing performance, setting new standards and implementing improvement plans against the '4Cs':

- **challenge** why the service is provided, whether it is provided effectively and if it could be provided better in another way
- **consult** to find out what the community wants and what people feel about current performance and plans
- **compare** with performance in other local authorities and other providers of a similar service
- **compete** to determine who can best deliver a particular service.

REMQ – has been developed by the Commission for Racial Equality as a common framework for race equality against which local authorities can assess their performance.

> "It aims to bring race equality into the mainstream of local government through a tool with which to assess progress, identify achievements and systematically plan for improvement. REMQ is designed to be relevant to authorities with substantial ethnic minority populations and those with minority populations that are smaller or more scattered."
>
> *Equality and Diversity*, LSDA/NIACE, 2002

This will clearly be relevant to the work of all local authority ACL providers in neighbourhood renewal areas.

Evaluation

Evaluation of learning in the context of neighbourhood renewal needs to take account of its particular characteristics in order to get a proper understanding of whether provision has been fit for purpose and of a sufficiently high standard. This means developing methods that work with learning in informal contexts, group learning, and embedded or implicit learning. Approaches will also need to recognise the support needs of some learners, for example in relation to literacy and numeracy.

As is always the case, evaluation should be viewed as an integral and formative element of the learning process that needs to be built in from its inception. Essentially this means a series of cumulative actions:

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- decide what to evaluate, why and for whom
- decide what information is needed
- find out what information is available already
- decide when and from whom any further information should be obtained
- decide what methods and techniques are going to be used to get information
- collect the information from as many sources as possible
- analyse the information
- interpret and present the information in whatever forms make sense
- disseminate the information
- use the information to plan next steps.

The outcome will enable providers in any context to:

- **prove** – to account for the way public money has been used and to demonstrate that provision was of good quality and value
- **improve** – to help raise standards continuously and give better service to learners
- **learn** – to reflect on success and failure in order to do better next time
- **empower** – to find ways of involving learners in making judgements and decisions about the service
- **communicating** – to share information between providers and learners.

The Highbridge Express Partnership, Somerset (Community Education, local adult residential college, FE colleges, District Council, Employment Service and voluntary groups) secured ACLF money to create a permanent display celebrating the history, geography and culture of the Highbridge area. The learning covered by the group of local residents included local history, natural history, data collection, interviewing, research skills, ICT, and creating an exhibition, much of it undertaken through residential programmes.

It was a considerable challenge to evaluate the changing nature of the project over its fifteen months and a wide range of methods was used. These included group discussion, individual evaluation, tutor feedback, the exhibition itself, a final event that attracted 550 or so local people, and an evaluation day that enabled the project worker and the group to reflect and comment on the project overall, their participation and whether the objectives had been achieved.

"The learners themselves acknowledged their own achievement at the evaluation day with a commitment to continue the work of the project and to pursue their own personal development. The overwhelming feeling on the day was that involvement in the project had been life changing and that everyone had learned something – not least that they could and have achieved something for themselves and their community."

Highbridge Express, Final Report

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Impact on people and communities

It is commonly assumed that good ACL programmes contribute to the development of groups and communities as well as to individuals. Logic and experience suggest as much. If individuals are learning more and gaining confidence, skills and knowledge, they are likely to make a greater contribution to the life and prosperity of the community. The challenge lies in demonstrating this.

Judging the effect of ACL on individual learners is reasonably straightforward using, for example, learning outcomes approaches (see 'Setting Learning Outcomes'). It is more difficult to establish the impact of learning on the wider community. One approach would be to identify a range of appropriate indicators of change. For example, those given below would contribute to an assessment of whether a neighbourhood has become more of a learning community as a result of ACL interventions. The indicators on the left relate to change in people and on the right, change in the community.

Impact on people	Impact on community
People are more confident that change is possible and worthwhile	People are more active in community affairs generally
People involved in community activity have developed more knowledge and skills	Community groups and organisations are better supported and more active
These skills have been applied to action in the community	Community organisations are more open and democratic in how they are run
More people have gained qualifications or some recognition of what they have learned and achieved	Community organisations are more successful in using their influence to create change
More people are involved in the work of community organisations	Community organisations provide more services and facilities
People give more time to these organisations	More people use these services and facilities more often
People bring more skills and knowledge to these organisations	People think services meet their needs better and value them more
People are more involved in local services, such as schools, playgroups and leisure centres	More informal networks have been created in the community providing and commanding more support

Providers need to consider the evidence to support assessment and develop baseline measures against which to judge changes and improvements. For example, to demonstrate that a course on tenants' rights had affected the level and quality of tenant association activity would require some measure of that activity before the course had started and then again after it finished. Certain aspects might be measured relatively objectively such as the numbers of tenants attending meetings, the kinds of issues discussed, and levels of activity following any discussion. Other aspects are more subjective and influenced by perception, for example, how people see and

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experience events and the nature of relationships between individuals and groups. Subjective and objective information need to be combined, processed and interpreted to get a balanced picture.

Many different forms of evidence might be collected: logs or diaries, income and attendance figures, photographs and videos, teaching notes and session observation reports, testimonies from learners and local residents, meeting records and so on. However to be regarded as sound for the purposes of making judgements, evidence should meet the following criteria:

- **sufficient**: is there enough to draw sound conclusions?
- **valid**: does the evidence relate directly to the aspect of provision about which the judgement is being made?
- **accurate**: is the evidence provided in sufficient detail and is it up-to-date?
- **reliable**: can the evidence be verified by a trusted, authentic source?
- **current**: is it recent enough to give a true picture of what is taking place?

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Talking points

1. Target setting is an important feature of neighbourhood renewal and the provision of ACL in this context. Which targets are most relevant to the development of ACL in your area?
2. Other local authority services have targets relevant to neighbourhood renewal. Do you know what they are in your area? How can your target setting take account of them?
3. The case study of the women in Nottingham illustrates how social activity can be converted into learning and the learning unpacked into a series of objectives and planned learning outcomes. Are there examples in your area where this could take place?
4. Having a clear view of quality standards and value for money in ACL is always important. Have you developed an agreed set of standards with partners and users? Do you have a means of judging whether the service you provide is value for money?
5. It is more difficult to judge the impact of learning on a group or a community than on an individual. Can you devise a method of assessing the benefits learning has brought to a group of people who have been involved in some form of ACL to help them regenerate their neighbourhood?
6. What types of evidence could be used to evaluate ACL programmes in the context of neighbourhood renewal? How can they be used to create a composite picture of value and achievement?

Useful sources

Publications

Common Inspection Framework, ALI/Ofsted, 2001

Guidance for providers on the inspection of Adult and Community Learning: interpreting the Common Inspection Framework, ALI, August 2002

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Reisenberger, A., and Dadzie, S., *Equality and Diversity in Adult and Community Learning: a guide for managers*, NIACE/LSDA, 2002

Success in adult literacy, numeracy and ESOL provision – a guide to support the Common Inspection Framework, DfES, 2002

Turner, C., Watters, K., *Proof Positive: learners' views on approaches to identifying achievement in non-accredited*, NIACE, 2001

Websites

www.ali.gov.uk

www.cre.gov.uk

www.ideabestvalue.net

www.iipuk.co.uk

www.lsc.gov.uk

www.niace.org.uk

www.ofsted.gov.uk

www.pqasso.org.uk

www.qualityACL.org.uk

www.rqa.org.uk

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Appendix A

Key Ideas for Neighbourhood Renewal

Number	Key Idea
1.	Making adult skills a priority in poor neighbourhoods
2.	Improving IT in deprived neighbourhoods
3.	Helping people from deprived areas into jobs
4.	Making sure people know work pays
5.	Keeping money in the neighbourhood
6.	Supporting and promoting business
7.	Tackling anti-social behaviour
8.	Introducing neighbourhood Wardens
9.	Improving housing lettings policies
10.	Reducing neighbourhood abandonment
11.	Promoting arts and sport in deprived neighbourhoods
12.	Building community capacity
13.	Making it easier for local organisations to get funding
14.	Involving community and voluntary sector organisations in service delivery
15.	Targets for core public services in deprived neighbourhoods
16.	Ensuring services have the resources for the job
17.	Increasing Schools Plus activities
18.	Support for families and young people
19.	On the spot service delivery
20.	Helping bring back shops to deprived areas
21.	Improving access to financial services
22.	A central focus in Whitehall
23.	Regional co-ordination
24.	Local Strategic Partnerships
25.	Neighbourhood Management
26.	Better co-ordination of policies and services for young people
27.	Getting business involved in neighbourhood renewal
28.	Neighbourhood Statistics
29.	A Centre for Neighbourhood Renewal
30.	Better training

Source: *A New Commitment to Neighbourhood Renewal: a national strategy action plan, SEU*, 2001, pp. 89–93.

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Appendix B

Authorities eligible for Neighbourhood Renewal Fund

Allerdale
Ashfield
Barking and Dagenham
Barnsley
Barrow-in-Furness
Birmingham
Blackburn with Darwen
Blackpool
Bolsover
Bolton
Bradford
Brent
Brighton and Hove
Bristol, City of
Burnley
Camden
Coventry
Croydon
Derby
Derwentside
Doncaster
Dudley
Ealing
Easington
Enfield
Gateshead
Great Yarmouth
Greenwich
Hackney
Halton
Hammersmith and Fulham
Haringey
Hartlepool
Hastings
Hyndburn
Islington
Kensington and Chelsea
Kerrier
Kingston-upon-Hull
Kirklees
Knowsley
Lambeth
Leeds
Leicester
Lewisham
Lincoln
Liverpool
Luton
Manchester
Mansfield
Middlesbrough
Newcastle upon Tyne
Newham
North Tyneside
Nottingham
Oldham
Pendle
Penwith
Plymouth
Portsmouth
Preston
Redcar and Cleveland
Rochdale
Rotherham
Salford
Sandwell
Sedgefield
Sefton
Sheffield
Southampton
South Tyneside
Southwark
St Helens
Stockton-on-Tees
Stoke-on-Trent
Sunderland
Tameside
Tower Hamlets
Wakefield
Walsall
Waltham Forest
Wandsworth
Wansbeck
Wear Valley
Westminster
Wigan
Wirral
Wolverhampton

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Appendix C

NRU Action Plan

Source: NRU *The Learning Curve: developing skills and knowledge for neighbourhood renewal, summary*, NRU, 2002 pp. 14 – 18

66 The Learning Curve sets out 23 Actions to deliver the knowledge, skills and behaviours needed for neighbourhood renewal building on what is available now. Here are the highlights.

Actions to build knowledge

Action 1: Set up a knowledge management system (www.renewal.net)
The NRU has set up an on-line knowledge management system, bringing together key evidence about 'what works' to transform deprived neighbourhoods in a form that is useful for everyone involved in neighbourhood renewal.

Action 2: Provide neighbourhood renewal advisers
The NRU is working with the Government Offices for the Regions to recruit advisers – experienced practitioners and residents, to support those who are working locally.

Action 3: Build the knowledge base through evaluations
The NRU will make sure that evaluation of the New Deal for Communities programme generates practical evidence, which practitioners can use. It will do the same for other research and evaluations.

Action 4: Support regional networks
The NRU is working with its regional and local partners to set up regional networks for neighbourhood renewal, to spread and share best practice.

Action 5: Support and evaluate residents' consultancies
The NRU, with the Department for Education and Skills, is evaluating the residents' consultancy pilots. The NRU is exploring how these can help residents share good practice, access jobs in neighbourhood services and provide consultancy services.

Action 6: Engage with regional centres of excellence
Government Offices will support Regional Development Agencies as they set up a centre of excellence in every region.

Action 7: Provide funding through community learning chests
Community learning chests fund learning activities that support local neighbourhood renewal strategies. Government Offices are working with lead organisations to publicise this funding source.

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Actions to develop skills

Action 8: Set up a learning programme for neighbourhood renewal

The NRU will set up a skills and learning programme in neighbourhood renewal, which will explore:

- the role of occupational standards and vocational qualifications in recognising achievement;
- accrediting learning providers offering neighbourhood renewal programmes;
- setting up bursaries targeted at residents; and
- developing the current neighbourhood renewal training material into exemplary training packages.

Action 9: provide leadership skills

The NRU will work with others to develop leadership programmes for those working within neighbourhoods.

Action 10: Develop new approaches to neighbourhood renewal learning

The NRU will support organisations which develop effective approaches to learning, which meet the learning framework criteria and encourage the sharing of best practice.

Action 11: Support professionals and practitioners

The NRU will work with everyone responsible for training professionals who work in deprived areas. Our goal is to make sure that the knowledge, skills and behaviours in the learning framework are included in their professional competences, and to promote neighbourhood renewal as part of their continuing professional development.

The NRU will:

- support a programme of joint learning events at professional level; and
- work with the professional qualification standards bodies and Government departments to develop pathways for residents into neighbourhood renewal professions.

Action 12: Support civil servants and other policy makers

The NRU is working with the Government Offices for the Regions (GOR) to ensure that NRU and GOR staff and civil servants across Whitehall have the skills and knowledge they need to develop and implement neighbourhood renewal policy.

The Cabinet Office Interchange Unit is working with the Government Offices on interchange opportunities for civil servants working in neighbourhood renewal.

The NRU will work with the local government directorate at the Office of the Deputy Prime Minister, the Local Government Association, the Improvement and Development Agency (IDeA) and others to develop interchange for local authority staff.

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Action 13: Support residents
The NRU will make sure that residents have access to the skills and knowledge they need by:

- developing a learning programme in neighbourhood renewal;
- working with the Department for Education and Skills to set up local learning centres in priority neighbourhoods;
- encouraging public sector employers to recruit more flexibly so that residents can take up employment in neighbourhood services; and
- working with Groundwork (a local environmental regeneration organisation) and others to develop practical ways of giving residents work experience and mentoring in the workplace.

Action 14: Support councillors
The NRU will work with the Local Government Association and others to make sure that councillors can develop the expertise they need to contribute to neighbourhood renewal.

Action 15: Train trainers
The NRU will work with training providers to increase the number of trainers who can deliver a skills and learning programme for neighbourhood renewal.

Actions to support organisations

Action 16: Develop ways to support organisational change
The NRU will:

- work with a sample of local strategic partnerships (LSPs), chief executives and human resource directors from their partner organisations. Together they will identify what barriers organisations face when responding to the neighbourhood renewal agenda, and develop models of good practice for overcoming these;
- work with the partner organisations of local strategic partnerships to include the neighbourhood renewal learning framework in their appraisal and performance management systems.

Actions to deliver the strategy

Action 17: The role of the Government Offices for the Regions
Government Offices are producing annual skills and knowledge plans. These:

- support the development of local neighbourhood renewal strategies;
- support the delivery of pathfinder programmes;
- identify and share good practice;
- improve the quality of neighbourhood renewal services;
- develop the regional knowledge and learning infrastructure; and
- encourage a culture of learning for residents, practitioners, professionals, civil servants, and their organisations.

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Action 18: The role of Regional Development Agencies
Working with the Regional Co-ordination Unit, the NRU will encourage Regional Development Agencies to:

- include the development of skills and knowledge for neighbourhood renewal as a criterion for funding regeneration initiatives;
- target neighbourhood renewal learning opportunities in deprived neighbourhoods that don't currently get neighbourhood renewal funding; and
- provide opportunities for board members and staff to gain neighbourhood renewal skills and knowledge.

Action 19: The role of local strategic partnerships

- Local strategic partnerships are developing local action on learning plans as part of their local neighbourhood renewal strategies.

Action 20: The role of local authorities
The NRU will work with the Local Government Association to:

- identify the neighbourhood renewal learning needs of local authority staff;
- promote change in organisational systems; and
- provide opportunities for councillors and local authority staff to gain neighbourhood renewal skills.

Action 21: The role of Learning and Skills Councils
The NRU will encourage the Learning and Skills Councils to:

- work with LSPs to help develop local action on learning plans;
- use adult learning funds and the neighbourhood learning for deprived communities fund to support the delivery of skills and knowledge for neighbourhood renewal;
- work with learning partnerships to maximise their contribution in developing skills and knowledge;
- recognise and record achievement in non-accredited and informal learning.

Action 22: Support learning in neighbourhood partnerships
The NRU will work with Government departments to build learning and best practice into the performance management criteria of all neighbourhood regeneration and renewal partnerships. Neighbourhood Management and New Deal for Communities partnerships will identify their learning needs in their delivery plans.

Action 23: Ensure that learning supports community cohesion
The Home Office and the NRU will support local authorities and local strategic partnerships in developing learning to promote community cohesion. They will offer practical help in conflict resolution and decision making. 99

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Appendix D

NRU Learning Framework for Neighbourhood Renewal (by group)

Audience	Building the Knowledge Base	Developing core skills	Changing behaviours
Residents	○ Shape the knowledge base ○ Contribute local knowledge ○ Draw on wider knowledge from outside the neighbourhood	**Community leader** ● Strategic skills to establish the vision and priorities ● Organisational performance management ● Probity and stewardship of resources ● Listening, negotiating and consensus building ● Conflict resolution and management ● Communication and working with partners **Community expert** ● Confidence to share their experience ● Confidence to articulate their hopes, fears and aspirations **Emerging practitioner** ● Analytical, interpsersonal and organisational skill (as for professionals and practitioners below)	*The behaviours needed to make a difference to the outcomes of the neighbourhood renewal programme are common to all groups* **Entrepreneurial and problem-solving behaviours** ○ Adopting innovative ways of tackling social problems ○ Challenging traditional ways of working ○ Bringing together ideas, resources and people to instigate change ○ Spotting opportunities and making use of under-used resources ○ Taking calculated risks ○ Tolerating the possibility of failure ○ Responding to a problem with a clear outcome in mind ○ A 'can do' philosophy **Reflective behaviours** ○ Evaluating the effectiveness of what is being done ○ Constantly revisit the relationship of inputs and processes to outputs and outcomes ○ Explore the reasons for success ○ Develop the confidence to investigate and learn from failure

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Table: continued

Audience	Building the Knowledge Base	Developing core skills	Changing behaviours
Professionals and practitioners	○ "Think outside the box" ○ Synthesise the evidence from different sources ○ Design solutions having considered all possible approaches	**Analytical skills** Analysing possibilities, creating opportunities, evaluating alternatives **Interpersonal skills** ● Strategic leadership ● Management of people ● Valuing of diversity ● Working with partners ● Working with the community ● Communication ● Conflict resolution, consensus building and mediation **Organisational skills** ● Project Management ● Finance and budgeting ● Research, monitoring and evaluation ● Risk assessment and management ● Mainstreaming ● IT skills	
Civil servants and policy makers	○ Recognise and work with different approaches to tackling neighbourhood decline ○ Use the many sources of knowledge including resident and practitioner experience ○ Understand why different approaches have succeeded or failed	Analytical skills Ideas leadership Communication Networking, co-ordinating Influencing, negotiating and brokering Consensus building Partnership working	

Source: *The Learning Curve: developing skills and knowledge for neighbourhood renewal*, NRU, 2002, pp. 25-26.

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Appendix E

Relevant Legislation

Sex Discrimination Act, 1975

The main piece of legislation in the area of gender equality is the Sex Discrimination Act 1975 (SDA) which prohibits sex discrimination against individuals in the areas of employment, education, and the provision of goods, facilities and services and in the disposal or management of premises. The SDA applies to England, Wales and Scotland. The employment aspects of the SDA do not apply to employers with less than 15 staff. Co-ordinators and members of strategic partnerships should be aware of their rights and responsibilities in relation to this act.

The SDA prohibits direct and indirect sex discrimination. Direct sex discrimination is where a person is treated less favourably than someone of the opposite sex in comparable circumstances because of her (or his) sex. Types of direct sex discrimination include sexual harassment and treating a woman adversely because she is pregnant. Indirect sex discrimination is where a condition or practice is applied to both sexes but it adversely affects a considerably larger proportion of one sex and is not justifiable. For example an unnecessary requirement to be under 5' 10" would discriminate against men; a requirement to work full-time might be unlawful discrimination against women.

There are some general exceptions including:

- when a charity is providing a benefit to one sex only, in accordance with its charitable instrument
- when people are competing in a sport in which the average woman is at a disadvantage to the average man because of physical strength, stamina or physique
- in insurance where the discriminatory treatment reasonably relates to actuarial or other data.

Race Relations (Amendment) Act, 2000

The Race Relations Amendment Act (2000) (RRAA) strengthens and makes obligatory much of the law in the Race Relations Act (1976). The duty to promote race equality applies to all listed public authorities but there is no such obligation on private or voluntary sector partnership members. This means that any enforcement action, to be taken against a Local Strategic Partnership (LSP) for example, would be taken against the listed public authority. Authorities should reflect their partnership work within their Race Equality Schemes setting out how they will meet their obligations.

Outlined below are some of the main points from the RRAA with specific reference to partnerships and neighbourhood renewal.

Promoting Race Equality

The RRAA places a general duty on public authorities to promote race equality. Local authorities should have due regard to the need to:

- eliminate unlawful racial discrimination
- promote equality of opportunity; and

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- promote good race relations between people of different racial groups.

The duty aims to make the promoting of race equality central to the way public authorities work. This will improve the delivery of public services for everyone. In relation to employment it will:

- help the authority's workforce become more representative of the communities it services
- attract able staff and avoid losing or undervaluing able staff
- improve staff moral and productivity
- help avoid claims of unlawful discrimination.

Public authorities are expected to take the lead in promoting race equality and preventing unlawful discrimination through work in partnerships, for example:

- they must prepare and publish a race equality scheme setting out the 'functions' or 'policies' relevant to meeting the general duty and the arrangements meeting the duty in policy and service delivery
- they must monitor their employment procedures and practices.

All public authorities that publish a Race Equality Scheme (RES) have specific employment duties. Schemes should include arrangements to meet these duties. RES should also set out arrangements for assessing and consulting as well as the likely impact of their proposed policies on race equality – both positive and negative. The possible range of methods includes statistical analyses of ethnic monitoring data, satisfaction surveys (analysed by racial group), meetings, focus groups and citizens' juries. They should also detail how they will ensure the public has access to information and services, and their arrangements for staff training in relation to the duty to promote race equality and other specific duties.

The specific duties in relation to employment are meant to provide a framework for measuring the progress of equality of opportunity in public sector employment, help in setting recruitment targets for under-represented racial groups, and targeting management development courses at racial groups that are under-represented at certain levels.

Ethnic monitoring is central to providing a clear picture of what is happening during the employment cycle – from job application and joining to leaving. It helps to measure overall progress, to demonstrate the success of equal opportunities policies and to remove barriers to equality of opportunity. It has to be explained and people given information about their racial group voluntarily. To meet the specific duty on employment, the authority should:

- collect ethnic monitoring data
- analyse the data to find any patterns of inequality
- take any necessary action to remove barriers and promote equality of opportunity
- publish the results each year.

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If monitoring reveals that some groups are under-represented in the workforce the authority could use positive action. This allows employers to target job training and recruitment at under-represented groups in a particular area of work, or in their workforce generally. This does not permit discrimination in decisions about who will be offered a job.

When a public authority contracts with a private company or voluntary organisation to carry out any of its functions and the duty to promote race equality applies to those functions, the authority is responsible for meeting the duty. This applies to contracting out to community organisations to deliver adult learning.

In summary, under the RRAA promoting race equality is obligatory for all public authorities. They must fulfil this duty in all relevant functions including: planning, policy making, service delivery, regulation, inspection, enforcement and employment.

Disability Discrimination Act 1995 (DDA)

The DDA places responsibilities on formally constituted bodies to ensure that the rights of people who have disabilities are not only upheld, but also taken forward through positive action (although employment provision does not apply to employers with less than 15 staff).

Under the DDA employers, including LEAs and governing bodies, must not discriminate against disabled people applying for jobs, or against existing disabled staff. This applies to partnerships since LEAs are often the lead body with regard to employment. Strategic bodies will also be involved in employment and access issues and therefore subject to the Act.

A person has a disability if he or she has a physical or mental impairment that has a substantial and long-term adverse effect on his or her ability to carry out normal day-to-day activities. People who have had disabilities are also protected. The definition is wide and can cover people with hidden impairments or even conditions where the effects are significantly reduced by medication or other treatments such as diabetes. It is unlawful discrimination for an employer to treat a person less favourably than others for a reason to do with disability unless the employer can justify the treatment.

The DDA imposes a duty on employers to make reasonable adjustments if the premises or employment arrangements substantially disadvantage a disabled person. Examples of adjustments might be the installation of a ramp for an employee who uses a wheelchair, or staff notices in large print, Braille or on audiotape for someone with a visual impairment.

Disability Discrimination Act Part 4

The Special Educational Needs and Disability Act (SENDA) brings education under the Disability Discrimination Act (DDA) and becomes Part 4 of the DDA. Higher and Further Education institutions, LEAs securing adult and community education, schools providing further education for adults and LEAs providing the statutory youth service all have duties under the Act. It is anticipatory which means that providers have to address issues of access even if they do not currently have disabled learners.

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In the case of adult and community education, the duty is on the LEA and not directly on the provider. LEAs often use other providers and will need to look at the entirety of their offer to ensure that disabled learners are not discriminated against. This could be a particular issue with authorities that contract out an area of work to a provider who sub-contracts some of the work. LEAs will need to review their contracts in the light of their new responsibilities.

The duties

Providers have a duty to ensure that disabled learners are not treated less favourably on account of their disability and to ensure that reasonable adjustments are made for disabled learners. This applies to everything that is offered to learners and potential learners including: admissions and criteria for admissions, physical environment, teaching and learning and other services provided for learners for example, catering facilities, libraries and learning centres, car parking, outings and so on.

Some of these changes will require significant expenditure and the government (via the LSC) is providing funding to LEAs to help bring ACL facilities and premises up to standard. However, it is important to remember that many will cost nothing or very little.

The Code of Practice for the Act lays down certain factors that will be considered when judging reasonableness:

- adjustments are not seen as over-riding academic standards
- whether the cost of adjustment is practicable - the resources of the institution will be taken into account when looking at whether a particular adjustment is reasonable
- whether another service (e.g. social services) should provide the adjustment – it is the educational organisation's duty to ensure it is in place when the learner attends classes
- adjustments should not contravene health and safety regulations
- adjustments should take account of relevant interests of other people and learners.

The legislation also allows for the fact that much adult education ocurrs in rented premises and that physical alterations cannot take place without the agreement of the landlord.

A learner with a facial disfigurement is taking an evening class in Tai Chi. The class tutor spends time with each of the students individually helping them with their technique but does not spend time with the disabled learner because he feels uncomfortable with her. Because no other learner has been treated this way and because the treatment is related to the learner's disability, this treatment is likely to be unlawful.

A partially deaf learner who lip reads is attending an adult education class. She has told the class tutor about her disability. The tutor usually spends a proportion of his time with his back to the class writing on the white board. It might be reasonable to expect the tutor to provide printed handouts so that he can face the class while he is talking.

A visually impaired learner is taking a basic skills class. He can read print but not if it is smaller than size 14 font. A reasonable adjustment might be to ensure that all his handouts are enlarged.

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Implementation

There are three stages to implementation.

- From September 2002 – discrimination against disabled learners became unlawful and responsible providers are now required to make certain adjustments to their service to ensure that disabled people are not substantially disadvantaged;
- From September 2003 – providers will have a duty to make auxiliary aids and services available (for example, interpreters for deaf learners);
- From September 2005 – providers will have a duty to adapt the physical features of the learning environment.

Sources of information

- The Disability Rights Commission has issued a Code of Practice *The Disability Discrimination Act 1995 (as amended by the Special Educational Needs and Disability Act 2001). Draft Code of Practice (Post-16) New duties from 2002) in the provision of post-16 education and related services for disabled people and students*, Disability Rights Commission, 2002). This addresses the post-16 sections of the legislation as it applies to England, Wales and Scotland. It offers guidance on how LEAs and their providers prepare for the Act including enrolment and disclosure procedures; procedures for working with other agencies; auditing and action planning; teaching materials; publicity and marketing and internal paperwork.
- NIACE (commissioned by the DfES) has produced a guide to implementation of SENDA for ACL provision, *Guidance for LEAs and adult education providers on the implementation of the Disability Discrimination Act Part 4*, DfES, 2002.
- *Finding Out About People's Disabilities: a good practice guide for further and higher education institutions*, DfES, 2002 is a useful guide to effective practice in disclosure.

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